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ABSTRACT

This report presents the work of the parents, students, citizens, and educators who developed 22 practically, politically, and financially feasible recommendations whose implementation would have a broad and constructive impact on the availability, quality, and cost of educational service in Massachusetts. Recommendations deal with the establishment of regional collaboration services, expansion of school district size, consolidation and regionalization, vocational education, minority and urban issues, and educational finance. (Author/DN)

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A Plan for Advancing Quality and Excellence

by

The Organization and Management of Public Education

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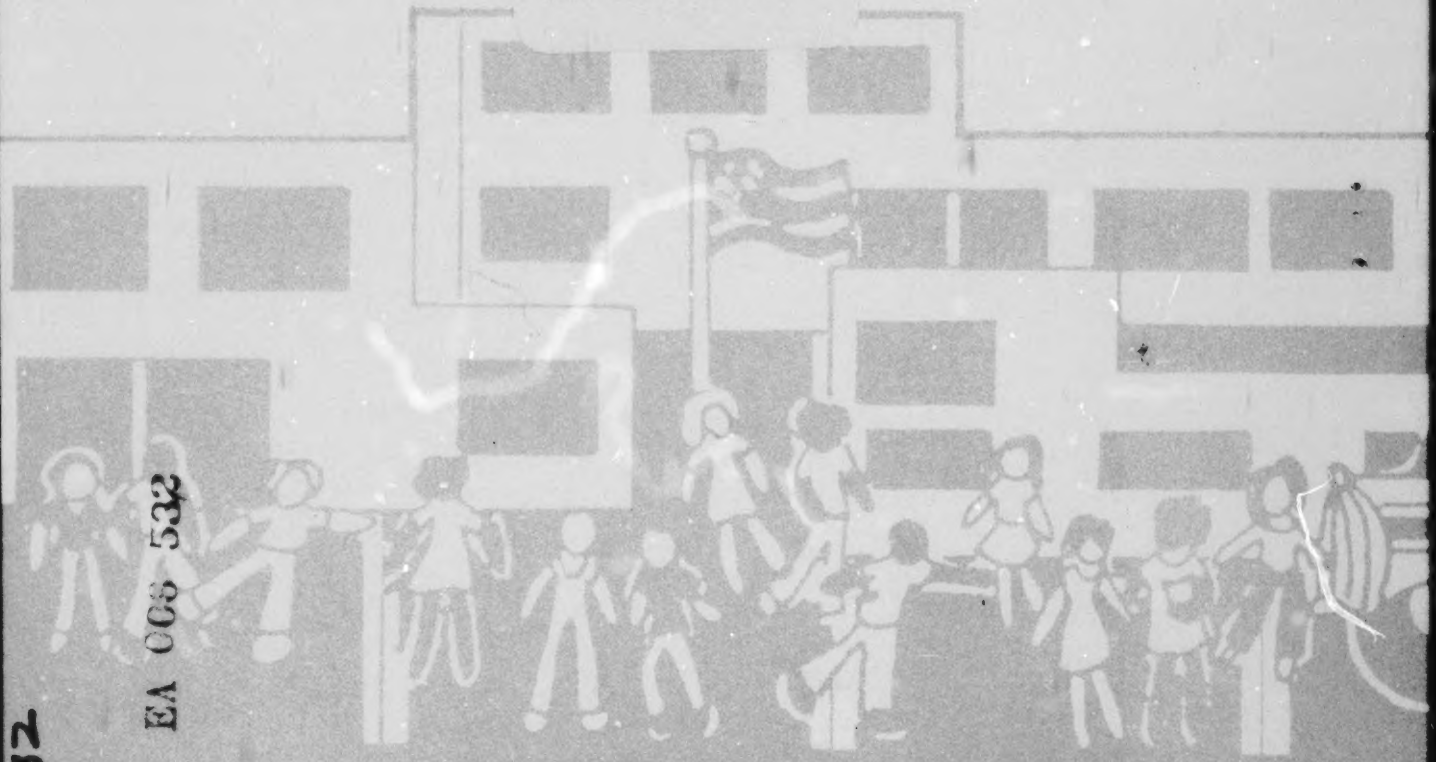

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Report and Recommendations of

THE GOVERNOR'S COMMISSION ON SCHOOL DISTRICT ORGANIZATION AND COLLABORATION

From a Study Sponsored by the Massachusetts Advisory Council on Education
In Cooperation with the Massachusetts State Board of Education

MACE Report 2 **October, 1974**

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A summary of this report and its recommendations, Effectiveness, Efficiency and Equal Educational Opportunity in the Public Schools of Massachusetts, study site reports, and other materials used in writing this report are available from the Massachusetts Advisory Council on Education, 182 Tremont Street, Boston, Massachusetts 02111, (617) 727-5056.

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The Official Report with Recommendations
of
The Governor's Commission to Establish A Comprehensive Plan
for
School District Organization and Collaboration

A PLAN FOR ADVANCING QUALITY AND EXCELLENCE
BY
THE ORGANIZATION AND MANAGEMENT OF PUBLIC EDUCATION

Written for the Commission by:

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December 1974

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ON
SCHOOL DISTRICT ORGANIZATION AND COLLABORATION

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The Commission is also indebted to the many members of the Department of Education, especially Commissioner Gregory Anrig and the coordinators of regional education center; to the Merrimac Education Center; to William Dwyer and Paul Sullivan of the Massachusetts Association of Vocational Administrators; to Secretary of Educational Affairs, Joseph Cronin, and his representative Ralph Atkinson; to Representative Nicholas Buglione, Attorney Thomas Wojtkowski of the House Ways and Means Committee staff, Dr. John Warren of the Office of the Senate President; and William Wright of the Massachusetts Association of School Superintendents and Alton Cavicchi of the Massachusetts Association of School Committees; and to the hundreds of public officials, students, and other citizens across the Commonwealth who made suggestions and took the time to offer reactions to developing recommendations. Collectively these citizens constituted our most important study site.

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FOREWORD

Equality of opportunity for all students, excellence of service and efficiency of service are three critical goals for the public schools of Massachusetts. Recommendations for reorganization of local and state educational structures or processes are meaningful to the extent that they have potential for contributing to the successful pursuit of these goals. Members of the Commission on School District Organization and Collaboration kept these facts in mind while developing their final report.

Information, suggestions, and reactions from hundreds of educators, students, parent, and other citizens have been used to define a set of recommendations whose implementation would have a broad and constructive impact on the availability, quality, and cost of educational service across the Commonwealth. The impact would not be limited to one phase of public school operations or to one category of students. This is important because narrowed focus on specific needs and issues can all to easily divert attention from efforts directed to general improvement in educational service.

This report is the result of many long hours of study and debate for which I express the Council's deep appreciation to Commission members, study site agents, and other participants. For the sake of the goals whose realization it is designed to promote, we now commend the report to each and every citizen and leader in the Commonwealth of Massachusetts. The report will have value to the degree that each of us makes a commitment to arranging or encouraging positive actions on its recommendations. That commitment is worthy of our current and very serious attention.

Ronald J. Fitzgerald
Director of Research
for the
Massachusetts Advisory Council
on Education

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INTRODUCTION

This is a time to look with humility at what our schools are doing and to ask ourselves whether it is good enough. There is reason to question the relevance of our educational system to the needs of many students. There is a need to respond to questions from citizens who are asking whether they are getting full value for the money that is being spent in our schools. Education is the largest business in the Commonwealth. Like other businesses it should be subjected to frank evaluation and should be required to strive constantly for improvement in availability, effectiveness, and efficiency of its service. The Commission report is designed to promote this improvement.

The Commission has not tried to prescribe an exact format for improvements in educational service or even to make a comprehensive forecast of the direction these improvements will take. Rather it has tried to design structures that can be adapted to many situations by combining flexibility with the inherent strength that comes with broad participation in decision making. Its recommendations are relatively easy to execute and politically feasible. All of them are steps which can lead to further development. They do not involve substantial additional costs to the taxpayer. Indeed, if all the recommendations are accepted, the final efficiency of our statewide educational network will be greatly improved. Many economies can result from well planned collaboration efforts. However, the Commission has rejected the temptation to reach for the ultimate in efficiency that extreme centralization of power and organization appears to offer. The Commission recognizes that extreme centralization would inhibit creativity in the development of improved educational service and that there is no popular support for such an approach.

The Commission has not proposed specific changes in the method of financing our schools. To do so would have duplicated the work of several other groups who are preparing finance reform proposals. Rather, we have emphasized two points. First, that the present system of financing is unfair in terms of distribution costs and equality of educational opportunity. Second, that attempts to remedy this unfairness should be made as part of a comprehensive approach to governmental financing and taxation reform. Piecemeal attempts to improve financing of education without relating it to the fairness of the general tax structure run the risk of appearing self-serving and insensitive to the broader problem. Equality of opportunity supported by a tax structure that is seen to be unfair rests on very shaky ground.

The Commission is not satisfied with its treatment of the urban education problem and the status of minority students. Substantial inequities and difficulties exist, and the way they have hitherto been approached or avoided has made their correction even more elusive. There is deep disillusionment in some cities about public schools. As a result of this disillusionment the Commission has encountered a lack of agreement within the urban population, doubts about the racial imbalance law, a perceptible trend among some minority citizens toward the "separate but equal" concept and a natural reluctance to participate in "another study that will get us nowhere." Clearly expenditure of money alone does not produce better education better schools or better understanding. When students, parents and teachers

feel good about their schools, good things happen. This feeling does not occur when the people consider themselves powerless to influence what happens in their schools.

It is the Commission's hope that its recommendations for the decentralization of control in Boston, for the establishment of collaboratives and cooperatives between our smaller cities and their surrounding communities, and for the restructuring of the Department of Education to be more visibly concerned with minority problems and citizen participation will help to create a climate in which more progress can take place. The Commission does not believe that a detailed theoretical study of the governance and organization or our urban school systems is of practical value until such a climate exists.

In summary, this report does not offer a tidy plan, a table of organization or a map. It offers no easy and final solutions to any problems. It does, however, deal with the school district collaboration and organization that can take place <u>now</u> -- practically, politically and financially -- and can influence in a positive and constructive way the changes that must take place.

H. Felix de C. Pereira
Chairman
The Governor's Commission on
School District Organization and
Collaboration

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PART I

A COMMISSION GOES TO WORK

The student and the learning opportunities available to him in public, elementary and secondary school are the central concerns of this Commission report. The importance of the student may be overlooked at a time when other issues, such as rising property taxes, busing and the difficulties of the private school, crowd the media. Accordingly, this Commission views school district organization as a matter of planning and improving the educational process by stressing quality, equality and the effective management of resources.

A. THE CHARGE TO THE COMMISSION

This Commission was charged by the Governor with reviewing the way elementary and secondary education is organized in the Commonwealth. School districts in Massachusetts were formed and exist for the purpose of educating. Accordingly, school districts represent the basic organizational arrangement for administering and financing local public elementary and secondary education. While education is understood to be a state responsibility, and school committee members are state officials, it is necessary to study and judge the educational system in its significant features at the school district level. With these considerations in mind, our Commission charge[1] was drawn up and received the approval of the Governor. In part, that charge states:

> Evidence, from a variety of sources, indicates that educational opportunities for youngsters in our state are grossly unequal and that organization of school districts has reinforced that inequality. Other states have moved far more dramatically and effectively on school district consolidation and collaboration. In 1968 the State Board of Education published a policy statement, Quality Education through School District Organization, recognizing the problem and directed to the issue of a minimum size school district. The problems created by school districting have been cited in a number of Advisory Council studies including the Report of the Business Task Force for School Management. A more recent study by the Council, Organizing for a Child's Learning Experience, related directly to school districting and recommended among other things that a Commission be established to develop a specific comprehensive plan of school district consolidation and collaboration.

Key points of the charge to the Commission cite the needs to:

a. Prepare and recommend a comprehensive plan for school district organization, collaboration, cooperation and state assistance. The plan should help to assure the availability, to all children and youth, in accordance with their individual capacities and needs, of educational programs, services and facilities specified by the Board of Education and in accordance with standards of equitable, efficient and economic quality education. Full consideration should be given in the plan to school district collaboration which delivers or makes available in and among school districts adequate specialized

---

[1] See Appendix A for the full charge

programs, more efficient and effective services and, upon need, perform or arrange for joint activities intended to improve educational quality and diversity...

b. Review the present status of school district organization and delivery of educational services in the Commonwealth with particular attention to the authority of the Board of Education to achieve improvement in school district organization...

c. Assure that the process of developing the plan includes extensive participation of citizens from communities of all sizes and locations in the Commonwealth in such a manner as to present to them a variety of alternatives to achieve satisfactory and economical educational programs and to elicit from them their preferences and ideas for possible new approaches to school districting.

d. Recommend the necessary processes and resources for assuring the implementation of the provisions of the plan...

e. Give careful consideration to ways and means of bringing urban and suburban children and youth together for common education experiences.

Calling for equality and excellence in education, the five-page charge to this Commission is extensive and detailed. We on the Commission were charged to prepare and recommend a comprehensive statewide plan and process for organizing school districts and with defining the necessary ingredients and resources necessary to support the plan. In addition, we were to develop the plan only with the extensive and continuing participation of citizens from around the state. Finally, the charge indicates a number of desirable outcomes and makes special reference to urban conditions.

Each school district today faces problems never even dreamt of twenty or even ten years ago. Remarkably similar as those problems tend to be, too many school districts struggle alone for an answer. In the process some school districts seemingly fail and others appear to succeed. If we view school districts as the framework within which the education of given groups of students must take place, we find them confronting some difficult challenges. A few examples will illustrate what we mean:

How can a school district, regardless of size, develop a sound and efficient educational plan with little or no reference to the resources and facilities that exist beyond its borders?

How can the provisions of "Chapter 766," which requires special educational programs and provisions for those in need from the age of three until their twenty-second birthday be satisfied within the school district lines?

What provisions exist in a school district for highly talented students?

Can vocational and technical career needs of both boys and girls be adequately planned for and met?

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What diversity in guidance programs are feasible for all students in a single school district?

Is an educational program, with a variety of options, available to each pupil from kindergarten on through high school?

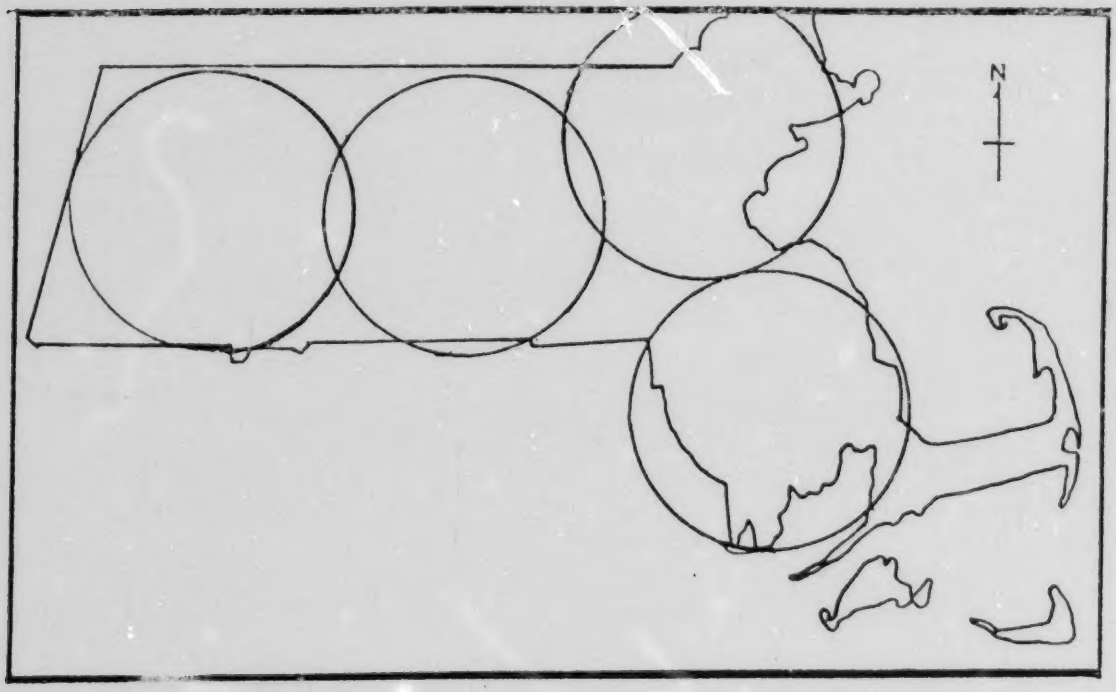
How is what is "done" in a school district properly appraised so that improvements can be proposed?

Clearly, these several examples have important implications for planning and for the prudent but imaginative use of resources. Since schooling involves people, construction, equipment, special facilities, transportation and information, we can see that local isolated planning can be a dubious venture.

When school districts are geographically large, or when natural barriers separate one from the other, there may be little to do about isolation. This does not describe Massachusetts which is extraordinarily compact. The following map, Figure 1, will assist the reader in visualizing this fact.

FIGURE 1

MASSACHUSETTS IS A SMALL STATE WELL SUITED GEOGRAPHICALLY FOR COOPERATIVE VENTURES



scale in miles

NOTE: THE RADIUS OF EACH CIRCLE IS TWENTY-FIVE MILES.

In one important aspect this Commission has functioned in a way different from other Commissions. Our Commission has been an active advocate of collaboration. We on the Commission devised the Ad Hoc Center for the Study of School District Organization and Collaboration and funded eleven special "study sites."

The Ad Hoc Center served as a clearinghouse of school districting matters and its staff was available to respond to those around the state expressing interest in school district organization and collaboration. The Ad Hoc Center designed and ran, on behalf of the Commission, two major conferences on school districting topics. Finally, the Ad Hoc Center monitored the study site activities and wrote this final report for the Commission.

The majority of the study sites conducted successful programs and practices supportive to collaboration. Each wrote a final report which, in the ideal, would allow the activity being carried on to be replicated elsewhere.

Thus, the Commission was at once a study of school district conditions and an activist in support of the proven uses of collaboration. The fruits of these several ventures sum up to a good deal more than the typical Commission report. The idea of a commission linking study and action is by no means new but its practice continues to be novel.

The remainder of PART I of the report stresses in particular the roles and responsibilities in establishing further the context of the Commission's work, school districts and the State Board of Education. The major aspects of the Commission's resource documents and activities will be highlighted. A final section cites the key principles kept in mind by the Commission as it conducted its task.

B. WHAT IS A SCHOOL DISTRICT?

When school districts were established in Massachusetts they became the basic educational and financial framework unit for matters dealing with the education of public elementary and secondary school youth. This was a very different time. Even by 1900 only about ten percent of all children aged 18 and under were in school. Today, virtually all our youngsters attend public or private elementary and secondary schools. Such an enormous increase forces us to realize that today schooling must be provided for many who simply would not have attended in 1900. The services and programs that a school district could muster in past years will no longer stretch to meet the reasonable needs and aspirations of so large and diverse a student population. In many educational respects school districts have run out of environment.

Those were, not surprisingly, simpler days days which afforded a better rationale to independent localism than is possible today. At the turn of the century, schools tended to equate the education process with the sorting process.

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Schools were intended to select out the apparently able and promising students and make available to them the more interesting and rewarding educational ventures. Those regarded as slow, and others who were viewed as not "measuring up," were shunted into vocational tracts -- or eased out of school -- unless they belonged to the well-off middle class.

Such practices are not entirely behind us. "High standards" often become a euphemism for rigidity, student sorting and narrow program offerings -- inequalities that too often prevail even today in districts too small to provide adequately diverse resources. Unfortunately, in some cases, it has become "prudent" to deny the existence of such conditions instead of making changes.

With some important reservations, local school districting as an organizational arrangement has served us well. Students gained a sense of identity with the community. Local control and citizen participation were practiced. Some school districts made excellent use of local resources. But, as the demands on our school districts increased, those who cared about education began to realize that most school districts cannot do the job alone. The responsibility for education must be shared.

School districts have evolved within city and town lines so that every municipality offers some form of public education. Regional schools were later authorized and additional school systems were established as a result. While other states were regionalizing and consolidating, thus reducing the number of school districts, we in the Bay State actually increased our operating school units.

Massachusetts has 391 operating school districts of one kind or another, for a total population of five and a half million. Of states with comparable populations, Florida has sixty-seven school districts, North Carolina has one hundred and sixty districts and Virginia has one hundred and thirty-two.

Without question, school districts need all the support the state and localities can muster. Educational responsibility, while technically a state obligation, is focused sharply on local school districts. The problem of dropouts, aging schoolhouses, special education -- and the list can go on -- are overwhelmingly carried by local school systems. Since the state possesses 391 school districts involved in every kind of educational problem, there must be great unevenness in how these problems are assessed and acted upon.

C. THE STATUS OF SCHOOL DISTRICTS

A nationwide trend has developed to minimize the use of municipal boundaries as educational boundaries and to arrange for cooperation and collaboration between school districts. In some respects, this trend has touched Massachusetts and the state can point with pride to several collaborative models that have gained wide recognition.

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Generally Massachusetts school districts continue to approach their tasks in relative isolation even though their resources are becoming more scarce and greater demands are being placed upon them. School districts are burdened with preparing for all eventualities. Most resources are applied to keeping the present school district systems functioning. In particular, school districts are unable to appraise their current activities or to plan their way into the future. Perhaps the most revealing way to view a school district is through the eyes of a student -- or a parent.

A student doesn't view his school district as having boundaries. His sense of belonging is related to the physical structure in which he learns, to the friends he meets there and to the school-sponsored activities in which he participates. A parent may totally reject the school district boundaries if his child has a special need. Within his understanding and resources, a parent will take dramatic measures to secure the appropriate services, including private schooling, should he deem his child to be in need.

The future looks even more challenging and difficult than the immediate past. Even those school district officials who feel they are "making it" now may not feel that way five years hence.

Where children happen to be born and brought up, even in this nation and even in this state, influences their education. Generally, those who reside in wealthy or well-managed school districts end up continuing into college and living in financial security; those who reside in poor school districts end up inadequately educated and financially insecure. There is little question that school district affluence, when it is skillfully used, can assure desirable learning experiences. From school wealth a number of things flow including well-paid and experienced teachers, adequate school facilities and at least an effort to array (sometimes because other affluent school districts have them) the programs and services deemed appropriate by the professionals.

In the last 20 years the problems of school districts have increasingly drawn the attention of the courts. The racial imbalance issue in Massachusetts has been fought on a number of battlegrounds, including the judicial system. Elsewhere, the wide discrepancy between resources from one district to another has led to a number of state court cases pointing out the need to redress acute inequities. There are still far too many youngsters locked into either rich school districts or poor school districts.

The courts are by no means finished with school district issues. Indeed, a widening circle of court cases, involving many aspects of school districts, will likely increase the pressure on school districts and states to assure a more uniformly improved and comprehensive array of programs and services. One recent example of new pressure was the suit brought to court in California by a high school graduate unable to read.

While there are risks in generalizing about the characteristics of the 391 school districts in Massachusetts, some insights are possible. The following chart entitled "Relative General Characteristics of School Districts" may help the reader in gaining a general sense of the educational meaning of size in Massachusetts cities and towns.

CHART 1

RELATIVE GENERAL CHARACTERISTICS
OF SCHOOL DISTRICTS*

Large-sized Districts Pop. 40,000 up	Poor; often broken and transient families; losing population; aging people; experiences ethnic conflict; visibly aging deterioriating neighborhoods; inadequate means to handle the needs of its people; schools and the educational system are centered on bureaucratic traditions; only a few high school graduates go to four year colleges.
Medium-sized Districts Pop. 16,000-40,000	Well off; expanding child-bearing population; predominantly white; competitive and comparative oriented; mostly new neighborhoods; easily copes with the few needs of the majority; has a "poor" section in the older part of town; exclusive early stress on success; has modern school buildings and is characterized as having a 'professional' approach to satisfying the needs of school youngsters; pressure to attend college.
Small-sized Districts (Rurals) Pop. to 15,000	Often poor; stable in population; change not readily apparent; population aging; some building deterioration; poor take care of themselves; differences between youngsters from poor families and well-off families highly contrasted; high turnover of school staff; mixed feelings about the need for college.

*NOTE: There are major exceptions to these characteristics. For instance, towns which have state institutions of higher education can have very different characteristics.

No one chart can tell the whole story.

For instance, distinctions even exist within school districts which typically have a poor section and a wealthy section. Rightly or wrongly, suspicions have been aroused that schools in the better areas of town have more capable teachers and richer programs.

Is there an ideal school district size and set of conditions for a school district? The question is not new and answers to it demonstrate wide differences of opinion. The earlier MACE study on school district organization directed by Donald T. Donley of Boston College reports in detail on the topic of recommendad school district size. According to this study, the answers must finally be associated with good or quality education since such must be the basic goal of any school district. School size alone doesn't appear to be critically important in judging either good school districts or quality education. A review of the 188 studies on school district size ended by stating: the quality of learning is not a function of numbers but, rather, a fraction of the presence or absence of desirable learning experiences.

1. The Present Organizational Dilemma of School Districts

But that leaves before us the difficult question of arranging for the skillful and prudent use of resources in a time of rapid change. What organizational pattern will lead us to reform as needed without anguish? Are we as citizens prepared to understand and respond to a given educational problem in the rich and varied ways opened up to us by school district collaboration?

Paul Cook, in writing the MACE report Modernizing School Governance for Educational Equality and Diversity describes part of the problem this way:

> Any movement toward common solutions of shared problems is enormously tedious and difficult, with separate interests being guarded jealously and promoted vigorously. Compromise solutions, once worked out, often resemble the proverbial camel which is alleged to be a horse designed by a committee. (The aid to education system in Massachusetts is a good case in point.) The difficulty is not just one that affects school governance, but virtually every aspect of political life in Massachusetts that calls for statewide approach. Transportation, trash disposal, pollution control, road and highway construction, urban decay, regional planning, economic development, higher education -- virtually every aspect of state government must play the game of trying to find something for everyone at best, or complete immobilization in the face of growing crisis at worst.

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> Two other consequences tend to reinforce the basic situation. The first is a fortress mentality, in which people no longer look to society in a large sense to aid in the solution of large social problems, but to small cohesive units that can protect against the influence of other small, cohesive units. Thus, the number of represented interest groups tends to increase over time making the difficulties of achieving a consensus program greater. While some power centers may be on the ebb, such as traditional ethnic divisions, others seem continually to be rising. Secondly, the complexities of taking action tend to produce stagnation and frustration, so that people work for small and limited gains for themselves, and seldom come to grip with the total problems which seem--and are--too complex to handle.

Cook's report continues by analyzing an aspect of the problem and conveying a grim sense of what it, in his judgment, leads to:

> Massachusetts school politics also make it difficult to identify various statewide problems and deal with them. Major dilemmas tend to appear as if they were a series of disconnected local problems because they arise at different times, in somewhat different ways, and among distinct political units. For example, the decline of private schools, or racial imbalance or taxpayer revolts, never quite get the sustained attention they deserve because they arise only in particular communities at separate times.
>
> Given such an enormously complex power structure, it is an organizational fact of life that neither authority nor responsibility can be fixed in public education, except upon the system as a whole. Despite this fact, it is traditional for voters to believe that the authority and responsibility to solve such problems rests with their local school committees and superintendents. But these groups now have much reduced discretionary power and are already overburdened with several tasks they cannot adequately fulfill.

When in 1972 Richard de Lone wrote part of MACE's 1972 annual report, Massachusetts Schools: Past, Present and Possible, he disturbed some readers by taking a position that too little was being achieved in education since the Willis-Harrington Commission report of 1965. He went on to outline a remarkable program in the Quincy schools in the 1870's for teaching solid subject matter. The program never got beyond Quincy and eventually social criticism killed it:

> The Quincy example is typical of Massachusetts in two particular ways: first of all, the early history of the Commonwealth is studded with pioneering educational efforts

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that flourished and withered in the isolation of a particular school district without disturbing the tranquility--some might say the somnolence--of other school systems in the state.

And it is also significant because it is one of thousands of available illustrations of the importance of a well-informed and concerned public to the well-being of the educational system--a characteristic by no means limited to Massachusetts.

Today, as was true close to a century ago, Massachusetts possesses an education system full of firsts but it lacks ability to assemble those firsts into a first-rate educational system across the board. Rather the state's peculiar educational tradition, particularly its sometimes proud and sometimes stubborn veneration of localism, has become a major obstacle to progress.

Both Cook and de Lone agree present conditions in school districts contain internal and external stresses which absorb an enormous amount of time and talent. In particular, budgets, collective bargaining and personnel matters press on school committees and top school district management. Dr. Cook points out that school committees today can hardly be expected to master all of the ramifications of these issues. Dr. Cook's report gives further invaluable insight into the dilemmas of district school committees and their superintendents and Cook asks why they do not typically utilize the potential of school district collaboration.

Under fire almost constantly, school officials often treat critical matters in piecemeal fashion while neglecting other less volatile but equally important matters. We should not be surprised when we realize how untrained and inexperienced school committee members can be. Cook found, for instance, that of 116 school committee members contacted by him in 1971, almost one-half were in their first term of office. These people have had to face some of the most perplexing and complex issues of contemporary society.

Because of such problems, we on the Commission realize the importance of addressing the need for educational programs to assist school committee persons and others in developing policy and in gaining a purchase on approaches and priorities in resolving educational issues. Only people can change the system and make it work.

The Commission is persuaded that the future of school districts is in jeopardy if the collaborative movement does not take a firmer hold and become a basic instrument in meeting the needs and aspirations of elementary and secondary school youngsters. Any "go it alone" philosophy in fact weakens the concept of autonomous school districts by making them vulnerable to needless stresses and attacks.

Since the uses of school district collaboration are virtually limitless, we will cite only a few examples of proven collaborative activities:

1. Assuring prudent use of resources successfully through long-range planning.

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2. Strengthening programmatic offerings.

3. Establishing various pools to achieve specific ends, e.g., a transportation pool.

4. Arranging for joint purchasing.

5. Developing programs of appraisal.

6. Assuring maximum use of educational programs and facilities.

7. Mounting trial and pilot programs.

This is not to suggest that the regional and collaborative arrangements should strive for uniformity. The diverse offerings of Massachusetts are exciting resources in themselves and they should not be straightjacketed into standardized and homogenized molds. Furthermore, when economy and efficiency are desirable attainments, the first objective must be the very best education we can devise for our students. None of these objectives, we should note, are reasonable when school districts run similar and independent programs.

We on the Governor's Commission have come to view our work as a necessary consequence to inadequate progress in sharing and uniting for the best interests of students. Those with whom we have talked around the state agree, even while some are apprehensive about the complete ramifications of working together -- by state, regional and local school district partnerships. Traditions have long shadows--and hard facts on the benefits of sharing are not easy to come by since collaboration is a relatively recent development in the Bay State. However, Advisory Council studies, in particular the Business Task Force Report completed in 1970, discuss massive potential savings with no loss of local autonomy.

The study reports produced by the Council intensified the concerns of a growing number of people that all was not well in school districting. Gibson in his study of the State Department of Education, reflected a need for school districting and program reform in three of his five major recommendations:

1. "Strong efforts should be undertaken to increase the Department's service role to school systems and to maintain the function of the Department as a regulator and enforcement agency with respect to the public schools in the state.

2. Present regional offices of the Department should be strengthened to better deliver school services of quality directly to school systems; and at least two more regional offices (or service centers) should be created, with one serving the needs of the Greater Boston area.

3. A program should be launched under the aegis of the Department calling for establishment of educational goals for Massachusetts students, assessment of student achievement with respect to goals, evaluation of schools and accountability by educators and

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decision-makers to the publics they serve for their performance with respect to students."

In 1969, Gordon P. Liddle and Arthur M. Kroll conducted a MACE study, Pupil Services in Massachusetts Schools. Among other findings, Liddle and Kroll report:

"Most small communities in Massachusetts have long and unique histories and residents have not only jealously guarded their traditional independence, but have also wanted to keep their communities at a size where town meetings could deal with all civic affairs. When asked to consolidate school districts in the interests of economy and excellence, they have frequently responded negatively...

The result of a high degree of local autonomy in Massachusetts has been that many school systems are too small to provide a comprehensive educational program at reasonable cost...This combination of poor public support and small school districts can mean substandard educational opportunity for a majority of the state's children."

Liddle and Kroll proceed to compare pupil services at the secondary level with a state study in 1968 which revealed that only 44 percent of small high schools employed full-time counselors, 9 percent part-time and 47 percent had no counselors while all regional secondary schools provided full-time counseling.

The early response, in the 1940's and 1950's, to inadequate school districts was to consolidate. Accordingly, school districts around the country were reduced from 127,649 in 1932 to under 16,000 in 1974.

School district collaboration and school district consolidation are not at odds with each other. Both represent efforts to serve students better by amassing their shared resources. Indeed, there is no reason why a school district cannot consolidate with other districts even while becoming a member of a collaborative.

We see the strengths of school districts being compromised by the stresses with which they must now live. Financial problems now beset even the wealthier districts. The inequities of local financing of education have attracted the attention of the courts.

We contend that no school district, however well resourced and sophisticated, can perform adequately all of the educational and management tasks that an enlightened school district needs to do in the 1970's. Even if we assume that a few school districts have such capabilities, it frequently makes little sense to carry out the necessary progrms and services without reference to other districts.

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2. School District Consolidation

School district consolidation is the merger of two or more districts into a single larger district under one governing body and administered by a single chief executive officer. The past twenty-five years have witnessed the disappearance of approximately 73,000 small to middle-sized school districts in the nation. Although considerable consolidation has occurred in rural Massachusetts through the creation of regional school districts and the number of governing bodies, only nine consolidations have resulted in school districts encompassing kindergarten through grade twelve. The other sixty-eight regional school districts, with two exceptions, are organized to provide vocational or secondary education.

Students and taxpayers alike potentially benefit through consolidation. Merger can provide more efficient and economical operation of school departments because of reductions in administrative staff, fuller utilization of facilities and teachers, savings incurred by bulk purchasing and combined transportation costs. Larger districts can offer a wider range of programs in all areas of instruction and often can do this for the same or even less money. However, it must be kept in mind that consolidation does not guarantee results and is not a solution by itself.

Larger school districts, a consequence of school district consolidation, can secure and keep high quality teachers and construct and equip the kind of buildings teachers and pupils need to do effective work.

The real potential use of consolidation comes from the opportunity to redefine educational needs and act on them. As individuals and groups within the community seek better kindergarten to twelfth grade educational opportunities of higher quality for their children, and are motivated to insure that the tax burden is equitably distributed and the public tax dollar efficiently expended, consolidation of school districts begins to make increasing sense.

Whatever form school district reorganization takes, it must be custom tailored to the characteristics of each city and town. The resulting reorganization should create an educational environment which would allow each student to be taught by superior teachers in the kind of buildings that teachers and pupils need to do effective work. School district reorganization should provide educational opportunities that meet the varied needs, interests and abilities of pupils. The reorganized district should possess administrative and supervisory leadership that will make efficient use of equipment, people and the financial resources of the state and local area.

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3. School District Collaboration

Perhaps one of the most significant advances over the past several years has been the proliferation of informal and informal collaboration among districts to meet common needs.

Title III support from the federal government provided major impetus for expansion of collaborative efforts. These have produced in-service education for teachers, innovative programs for students and insight into how intermediate service centers can provide support for the schools.

For example, the Merrimack Education Center--a collaborative involving some 21 districts--provides continuing assistance training for the school districts in its constituency. It is also working to develop collaborative programs between the Fitchburg State College and its neighboring school districts so that the resources of the college can be put to work more directly for the benefit of elementary and secondary education.

The Education Cooperative (TEC) is another collaborative operating to serve ten school districts just west of Boston. This small group is supported by assessments made upon the local school districts which represent about 70,000 students. It has developed work study programs for mentally retarded students, and a major plan for cooperative vocational education among the districts in its constituency.

The Institute for Educational Services (IES) is yet another new organization which was created to facilitate collaboration among districts. One typical IES project: with a federal grant it helped a group of communities in the southeastern part of the state work together on a systematic approach to teacher recruitment and selection.

Some districts are coming together to work on cooperative purchasing, as recommended in the Business Task Force report. Nine communities around Framingham have worked together with local mental health agencies to create a youth guidance center to deal with mental health problems. Originally designed to provide diagnostic and treatment services and to provide rapid evaluation of children in severe trouble, it has expanded to provide both long-term and brief treatment for children and adults, case worker services, in-service seminars and programs for school personnel, and help to parents of severely handicapped children. This center is supported 45% by the local school districts and 45% by the State, with the remainder of the income from fees and individual family memberships.

Many services and facilities needed by large numbers of Massachusetts school districts are best provided on a regional basis. These include:

services that are too unusual, too costly or too specialized for the individual district to provide itself;

services that are aimed at bringing districts together for collaborative and cooperative undertakings;

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mechanisms for helping districts to discover and learn about new approaches that have been developed and tested in other parts of Massachusetts--or other parts of the world--and for helping districts develop the means for trying the more promising approaches.

and finally, methods for achieving greater equality by regional approaches to education which can help all of the students in a region avail themselves, to an increasing degree, of the broad spectrum of each region's educational opportunities.

Several years ago, Massachusetts took some important first steps in this direction by creating the regional offices of the Department of Education. These offices have developed working relationships with local superintendents, school committees, teachers and other community leaders. Even with very modest funding, they have devised means to provide help to local school districts together for collaborative undertakings; to organize training and development programs to bring new ideas, new techniques and new information to administrators and teachers; to help secure grant money for important projects; and to provide some linkage between state and local districts.

D. THE MASSACHUSETTS BOARD OF EDUCATION

As the executive arm of the state dealing with elementary and secondary public school education, the State Board of Education plays a responsible and persuasive role in the organization and delivery of education programs and service. However, the Board has lacked both the resources and the clear statutory authority to achieve the levels of school district consolidation and intermediate services available in other more advanced states.

Nevertheless, as the Commission will indicate throughout this report, the Board-Department has a solid, if fragmented, record of achievement in moving to improve education in Massachusetts, particularly in its recent plans to decentralize. We will illustrate only some of these efforts at this point in our report.

In 1971, a special advisory-group, the professional staff of the Massachusetts Department of Education and hundreds of other educators and representatives of the general citizenry established the common aims for quality education in the Commonwealth, based upon

Physical and Emotional Well-Being

Basic Communication Skills

Effective Uses of Knowledge

Capacity and Desire for Lifelong Learning

Citizenship in a Democratic Society

Respect for the Community of Man

Occupational Competence

Understanding the Environment

Individual Values and Attitudes

Creative Interests and Talents

One practical outcome of scoring these quality education points led to the Board of Education and the Massachusetts Advisory Council on Education agreeing that the progress toward these goals could be markedly accelerated; that the return on resources invested in education could be significantly increased; and that progress must be accelerated in narrowing the gap between benefits received by the State's most and least advantaged students. Accordingly, MACE began to apply major resources to ways to make these general objectives tangible and one result led to the development of this Commission.

The Department has developed new bureaus to aid local school districts. It has developed a Statewide Student Advisory Council. Strong Department support has been given to legislative bills to encourage regional and collaborative arrangements. These and many other activities have two key beneficial effects. The first is the obvious potential for improving local programs. The second, and not less important in the long run, is helping citizens realize that the Department is a critical partner in helping to work out increasingly complex solutions.

E. PROCEEDING ON THE ISSUES

Based upon the charge to the Commission, the purpose of this report is to present to fellow citizens the facts and issues surrounding school district organization and collaboration and to recommend a comprehensive plan of action covering school districting matters. The Commission was indeed fortunate in having already available a considerable body of relevant reports and information on the national and state level. Several of these reports have discussed educational issues from the perspective of the student. In particular, a series of reports produced on the state level by MACE and others helped the Commission in meeting its responsibilities. While these materials are referred to frequently, it is not feasible to make extensive references to all that they contain which bears on school districting since that would add literally hundreds of pages to this report. Also, the Commission itself funded a number of study sites around the state, each of

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which produced a "site report." (Guidelines for study site proposals and a list of reports produced comprise Appendices B and C, respectively. The public is invited to study these documents listed in Appendix B at its leisure. The frontispiece statement explains how to arrange this.)

The Commission was established by Governor Francis W. Sargent's Executive Order Number 83. From November 18, 1971, to June 12, 1974, the full Commission, or its executive committee met a total of 30 times. The details of the Commission's activities and the lines of inquiry discussed are too lengthy to detail, but are outlined in Appendices C, D, and F. What follows represents some baseline resources used by the Commission and some key activities we engaged in both to produce a report and to encourage collaboration at the same time.

All of our Commission meetings were entirely open and a number of non-members attended the meetings and participated in the discussions. In addition, the "sites" funded by the Commission were extensively involved with lay citizens and officials.

Careful efforts were made by the Commission to inform and to seek the counsel of major state officials concerned with school districting issues. The Secretary of Educational Affairs and the Commissioner of Education were kept fully informed of the Commission's activities and received interim reports. Both the Secretary and the Commissioner attended Commission meetings on occasion. The State Board of Education received a progress report from MACE's Director (also a member of the Board) in the fall of 1974.

The following were basic elements in our work:

1. The MACE-Donley Report

   The keystone document for establishing the Commission and developing for it a program of work was a preliminary MACE study by Donald T. Donley and Vincent Nuccio entitled Organizing for a Child's Learning Experience. Published in January 1971, this five hundred and fifty page report developed an important data base for the Commission's study. The fifteen recommendations of this report included a recommendation that led to the present Governor's Commission and to the development of an action timetable.

2. Robert H. Schaffer & Associates (RHS & A)

   In the spring of 1972 after reviewing the proposals from six organizations, the Commission voted to engage the firm of Robert H. Schaffer & Associates (RHS & A) to search out ways by which the Commission could proceed to undertake its work. Dr. Schaffer's firm then set about:

   a. Finding out what a sample of leadership and "grass roots" people across Massachusetts want to do about the State's education; what they say others want to do; what they believe is possible; and what they are ready to contribute.

b. Reviewing research and data already available on progress and problems in Massachusetts education and the opportunities and needs for improvement. This included studies sponsored by the Massachusetts Advisory Council on Education and the Department of Education.

c. Studying what other states have done. A number of other states have undertaken major efforts in school district reorganization and improvement. The experiences of these other states offers some guidance for Massachusetts.

d. Conducting working sessions with Commission members, members of the Department of Education and Board of Education, professional associations, superintendents, legislators and many small groups to assess what might be workable and what steps can be taken in view of the current pressures and demands on the education system as well as the many constraints in the situation.

In September 1973, RHS & A submitted a final staff document to the Commission. Their work is reflected throughout this report.

3. MACE Studies

A third important source of evidence is to be found in the recommendations of several reports undertaken by the Massachusetts Advisory Council on Education. MACE was established on the recommendation of the Willis-Harrington Commission to function as an independent, state-funded effort to make necessary studies at all levels of education within the Commonwealth. Many of the studies which have been completed have made pointed recommendations about the status and conditions of school districts in Massachusetts. These recommendations are particularly significant in that the studies, with the exception of Organizing for a Child's Learning Experiences and Guidelines for Action: Organizing Massachusetts Education for Major Improvement, were focused on topics such as pupil services, governance, the high schools, business management practices, and occupational education -- and not on school districting as such. Yet the implications of these recommendations taken together are clear: "There's a limit to what we can do to solve this particular problem until something is done about school districting." Recommendations from the following additional MACE studies furnish valuable evidence for the present study of school district organization and collaboration:

- Inequalities of Educational Opportunity in Massachusetts (1967).
- Occupational Education for Massachusetts (1968).
- The Management of Educational Information (1968).
- Pupil Services for Massachusetts Schools (1969).

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- Take a Giant Step: Evaluation of Selected Aspects of Project 750 (1969).
- A Cost Benefit Analysis of General Purpose State School Aid Formulas in Massachusetts (1969).
- Report of the Massachusetts Business Task Force for School Management (1970).
- The State Dollar and the Schools: A Discussion of State Aid Programs in Massachusetts and Promising Reforms (1970).
- Compensatory Education in Massachusetts: An Evaluation with Recommendations (1970).
- The Massachusetts Department of Education: Proposals for Progress in the 70's (1970).
- Organizing an Urban School System for Diversity (1970).
- Quality Education for the High Schools in Massachusetts: A Study of the Comprehensive High School in Massachusetts (1971).
- Massachusetts Study of Educational Opportunities for Handicapped and Disadvantaged Children (1971).
- A Systems Approach for Massachusetts Schools: A Study of School Building Costs (1971).
- Modernizing School Governance for Educational Equality and Diversity (1972).
- Massachusetts Schools: Past, Present and Possible (1972).

4. Other State Documents & Materials

The State Board of Education has produced a number of valuable reports and statements. Chief among these have been the results approach goals and objectives. As well, a number of divisional and special documents have guided the Commission and its staff. The Office of Regional Education Centers has developed a plan intended to increase the staff of the six regional centers from 40 to 130 people. Several vocational reports have helped the Commission's work and the Governor's Commission on Citizen Participation in Government has shown a widening interest in matters which concern the Commission.

5. Visits to School Systems

Visits to school systems and efforts to obtain "grass roots" evidence is a special hallmark of this report. A summary of these efforts, which began before the Commission was formed follows:

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During the 1969-71 phase of MACE's study of school districting, the following means were used to gather information from interested citizens and specialists: persons were invited to make presentations to the advisory group and staff; a seminar on reorganization was held as part of a regular conference of superintendents and school committee members at West Harwich in June, 1969; responses were solicited from over 500 superintendents and school committee members by use of a written questionnaire; 111 persons attended regional meetings which were held in the Central-Worcester, Western-Lenox, Northeastern-Chelmsford, Connecticut Valley-Northampton, and Southeastern-New Bedford areas of the state. During December, 1973 and January, 1974, half-day and full-day visits were made to Wareham, Boston, Lexington, and Hadley school systems by members of the study staff. These planned sessions were structured to include time with parents and students as well as with professional staff. A number of the observations quoted in this report have their origins in these visits.

6. The Ad Hoc Center on School District Organization & Collaboration

The Commission formed an Ad Hoc Center on School District Organization and Collaboration and housed it within the Massachusetts Advisory Council on Education. The Ad Hoc Center served as the executive staff of the Commission and as a clearinghouse on school districting research. Members of the Ad Hoc Center staff were engaged in a number of conferences and events which gave support to the Commission's activities and interests. The Center sponsored two conferences (Appendices G and H) and distributed and analyzed the data from one major questionnaire (Appendix I) and several specialized projects charged with documenting successful practices for replication. Copies of the questionnaires, conference agendas and the titles of the site reports are to be found in Appendices D, E, and B, respectively.

In all of these plans and activities the Commission made every effort to listen to those with a viewpoint and to clarify questions and issues. Yet school districting is so central to such a wide variety of issues that the task of responding to all needs and all expressions becomes more than a two-year modestly-funded study can undertake. Given these restraints, the Commission, its staff, and those required to undertake projects on its behalf, has seen a need to evolve a process in a plan of action. It remains now to restate the Commission's position and to review the key concerns of the Commission.

F. REVIEWING THE PROSPECTS FOR SUCCESS

In this summarizing section it may be helpful to discuss and review our approach to the charge. We, for instance, saw no need to start from ground zero. The Donley Report presented a solid research base, and a previously prepared staff document reviewed in detail the organizational recommendations of a dozen previous MACE studies.

A number of us had served on the advisory committee to the Donley study and some even continued to serve on an interim committee. Furthermore, the Governor's Commission represented a cross-section of activists who could view local, regional and state educational problems as familiar to them in one context or another.

Early on the Commission agreed not only to produce a report but to begin and encourage cooperative programs around the Commonwealth as well. To this end it gave, with the full support of MACE, a significant part of its resources to support a number of "successful practices" (see Appendices B and C). As a result, not only were some programs begun and some expanded but involved citizen reports were produced to aid the Commission in its work. More about this venture in Part II.

The Commission accordingly devoted more time than some Commissions have to implementation and to considering ways to help other citizens sense the need and become convinced of the potential of school district cooperation and area-wide approaches to educational issues, programs and services. Thus, current collaborative and regional events must be both encouraged and expanded and new ones developed. This should be done within a framework of planning and appraisal.

Holding central the needs and aspirations of the student is viewed as basic in this report. The Commission, as a consequence, is convinced that each student must have a learning program suited to his needs, interests and learning style. This is far easier to say than to do. The challenge is made no easier when we consider the fast-paced world and the dramatic changes which affect every aspect of the student's life. But some things can help and some can hinder.

In support of the State Board of Education objectives, it appeared important to the Commission to raise with local districts a fundamental requirement to define "good education." Efforts to improve education in Massachusetts suffer from lack of common agreement on what "good education" really should be -- as a basis for comparison to what exists today.

At a recent public meeting dedicated to citizen involvement in improving education, one participant said: "I'm a carpenter. Before I go to work on building something I have to have a fairly good idea of what it is I'm trying to make. But I don't hear the people in education taking the same approach to their jobs."

Without definitions of what the system is trying to achieve, it is not possible to have any sensible approach to measuring or evaluating how well

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the job is being done. Nor is it possible to decide whether money is being well spent; whether human resources and students' time are being well used; nor what should be changed in education and how it should be changed.

These questions need to be dealt with at the local district level. Definitions of good education are required that can be applied by school committees, by superintendents, by school principals, by teachers, by citizens and by students. And the Department of Education has the responsibility for developing answers at the state level.

Associated with the need to take on and define what constitutes good education in each school district, but not dependent on it, are the following six needs:

a. Close the inequality gaps in the State's education.

b. Make education more flexible, more diverse, and more able to meet the wide variety of needs of Massachusetts citizens and youth.

c. See that the education system provides more help to people in selecting and preparing for careers and in helping to build the economy and culture of the State.

d. Improve significantly the efficiency with which resources are used in accomplishing the education job.

e. Strengthen the sense of local identification with and citizen involvement in education.

f. Create methods by which Massachusetts education can respond rapidly to the changing requirements of the world.

The essence of the Commission's strategy is to create processes that will fulfill these needs -- but do so by means, expressed in specific recommendations, that create momentum for more progress later. Thus the strategy is not to try to develop the ultimate answers to the needs of Massachusetts education, but rather answers that will work now and methods that will facilitate the development of better answers in the future. Stress is placed on the creation of a planning process rather than simply a plan. Each region is unique with its own needs, resources and cultural background. No matter how far-seeing, no plan conceived today can possible be adequate for tomorrow. Thus, it is more important to create a continuing process for shaping and acting on plans than it is to create any "plan."

For the same reason, the Commission believes it is more important to recommend useful models and methods for resolving conflicts about educational policies and practices in Massachusetts than to take a particular position on one side or the other of some current controversy unless it appears necessary to do so.

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A multi-level process will be required -- focused at the individual districts, at regional groupings, and at state-wide coordination and leadership efforts. There are unique functions and roles to be played at each level, and these must be recognized and developed.

The improvement of education must be an evolutionary and accelerating process. Success today, based on readiness today, will not only produce progress but also additional readiness and the capability to strike out for more ambitious goals. Thus at each stage of the game, increasingly ambitious and far-reaching goals can be developed based on the tested ideas, structures and methods which worked in the previous phase.

A total view of school district "organization" is needed: Most school district organization plans focus on boundaries, geographic size, numbers of students per school, and allocation of authority and responsibility. But a much broader array of factors is critical in the success of any organization -- educational or otherwise. And all of these organizational factors must be considered as part of any plan to advance education. The plan must include methods for assessing needs, for setting goals, for devising work plans to achieve goals, for mobilizing action, for relating action at one level of the system with action at another level, etc. It must also deal with the development of attitudes, skills, motivation and working relationships at every level and between various functions.

In the larger sense, however, this Commission must recommend a process for identifying problems and for mustering resources and talent to address found problems. The Commission must further recommend a new set of procedures with which the people of the Commonwealth can unleash their energies and will to a better way of improving local education. Thus, this Commission's report is more concerned with a process for improvement and modification than with cataloging the shortcomings of public education in the Bay State.

Commission products run two risks. The first is that what they recommend will be ignored. The second is that what they recommend may be misunderstood. By this second statement we mean to point out the need not to create more problems by superficial or overly prescriptive statutes which only appear to resolve problems. The saving grace in this regard may come from those involved with the Commission who have agreed to continue to work for the implementation of this report.

Throughout our work we have sought to retain and reflect the good sense and flavor of citizen ideas and attitudes. Above all else, our work has been a person-to-person venture. From many comments on the labors of this Commission and its staff, one particularly seems to match the moment:

> If your Commission comes up with grandiose schemes that won't be acted upon or just chips away at the tip of the iceberg, you'll be wasting your time. You've got to figure out how to move this iceberg.

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PART II

A COMMISSION GATHERS EVIDENCE AND FINDS WAYS TO MOVE AHEAD

The purpose of a school district would seem, at first glance, to be evident and it is commonly so regarded. A school district is to provide the programs and services wanted by people and needed by students. Above all, it seems, the students of one district should be able to meet the students of another on at least equal educational terms.

As best and as concisely as we reasonably can, the Commission and its staff have selected aspects of the evidence at hand in order to assist the reader in dealing with the issue and in realizing the origins of the recommendations found in Part III of this report.

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A. THE STRUCTURE, ENROLMENT AND FINANCE OF PUBLIC ELEMENTARY AND SECONDARY EDUCATION

We begin by describing the basic educational structure in the state. Next, public and private enrolment figures are charted and discussed. Finally, matters of finance are outlined as they relate to the Commission's charge.

The several other sections in Part II deal with several critical school district matters with a special section devoted to urban education, and another describing recent advances in developing state and area-wide approaches to education improvement through the more skillful use of resources. But first the structure.

1. The Structure

It is a relatively simple matter to characterize the structure of public elementary and secondary education in Massachusetts. Presently only two tiers are involved. The first tier consists of local school districts (LEAs) and the second comprises the State Board of Education.

In the first tier there are, depending upon what is counted, a great many school districts in our small state. They are indicated in the Department's "Facts About Education in Massachusetts, 1972-73":

STATUS OF SCHOOL DISTRICTS IN MASSACHUSETTS,
1970-71 to 1972-73

Types of Schools	1972-73	1971-72	1970-71
Cities and Towns (operational)	309	312	312
Towns (not operational)	42	39	39
Regular Regionals	48	47	45
Regular Regionals (planned)	2	3	5
Vocational-Technical Regionals	14	12	11
Vocational-Technical Regionals (planned)	7	9	10

NOTE: Since no standard definition of a school district has been established in Massachusetts, the figures given in this report from time to time differ slightly.

Historically school districts in Massachusetts followed municipal lines and, as towns divided, each new entity insisted upon developing an autonomous school district, carrying localism to a geographic and spatial extreme. In addition to individual school districts in cities and towns, a number of overlapping regional schools were developed beginning in the late forties.

Today, there are three types of school districts in Massachusetts: towns and cities, each with its own school committee; towns which have their own school committee but are also members of a school union (generally for the purpose of conducting elementary education), and regions which are legal corporate entities, the members of which are cities and towns. In terms of numbers of students served, towns and cities are the predominant type of school governance unit with 187 towns and cities serving 1,042,822 students, approximately 87% of the students of the Commonwealth. Only 5.6% of the students are to be found in towns which are members of unions. Only 7.3% of the students are in schools operated by regions.

One perplexing and continuing structural problem has been the existence of school unions. Originally, school unions made sense since several small communities were joined together to conduct some affairs in common and to employ one superintendent. In the state, 38 school superintendents continue to serve in school unions consisting of from two to six communities. Typically, union superintendents must go from meeting to meeting and must manage many of the affairs of each town in the union separately.

Between the two tiers mentioned earlier, six State Board of Education Regional Educational Centers (RECs) and a wide variety of private intermediate arrangements have developed. In some respects these public and private agencies could be viewed as another tier between the two described earlier. The Commission, however, views these regional efforts as not yet having developed on a state-wide basis to the point of representing a distinct third layer.

Commissions studying school district organization nation wide typically support K-12 districts under one school committee and one superintendent. Where does Massachusetts stand with reference to this goal of the school district consolidation movement? Actually, when viewed from the perspective of "where students are" this Commission finds the Bay State is in reasonably good shape. Over 87% of the public school students in the state are now receiving their education in K-12, 13, 14 school districts.

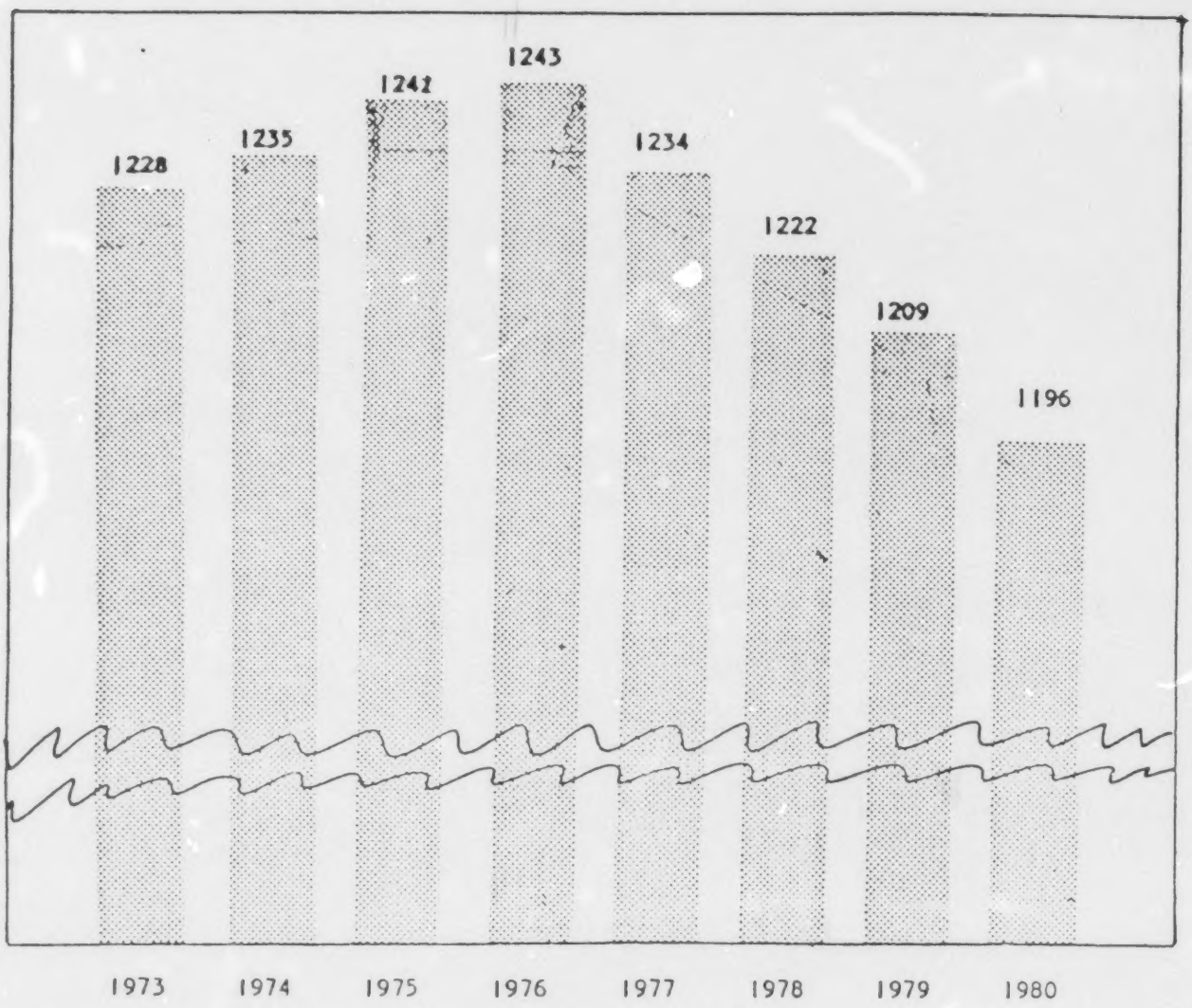
Not all of these school districts are of the same kind and some actually approach the K-12 concept in operation. Some of these students are in "co-terminous unions and regions" under the responsibility of a single superintendent (and two school committees) from grades K-12. This adjustment places the actual percentage in K-12 districts at 93%.

2. Enrolment

For the first time in our nation's history, we face in the future declining school enrolments. The picture in Massachusetts is not different. It is predicted (see Figure 2) that the total number of students will grow overall from 1,228,000 in 1973 to a peak of 1,243,000 in 1976 and then begin a period of decline. Not surprisingly, various parts of the state will be affected differently. In addition, school districts are now beginning to consider other students not previously served. The new special education statute, Chapter 766, calls for educational programs for individuals with special needs from age three through age twenty-one.

FIGURE 2

PROJECTED SCHOOL ENROLMENTS IN THOUSANDS OF STUDENTS, 1973-1980



Source: Massachusetts School Enrolment Projection, 1973-1980, Table VI, p. 13

Whatever enrolments bear on the case, greater thought to planning seems to be imperative. Planning is required for determining building utilization, common programmatic offerings to assure economy of scale as well as quality programs, joint staff and professional appointments, and the actual phasing out, joining or decentralizing school districts.

Private school decreases in enrolment will result (see Table 1) in some increases in public school enrolment in larger towns and cities with a high proportion of Catholic population.

TABLE 1

PRIVATE SCHOOL ADJUSTMENTS, HISTORICAL AND ESTIMATED

YEAR	GRADES 1-8	GRADES 9-12	TOTAL 1-2	DECREASE	PERCENT DECREASE
1968	151,200	60,200	211,400		
1970	131,400	55,500	186,900	24,500	11.6
1972	110,000	52,700	162,700	24,200	13.0
1975[1]	81,000	48,000	129,000	22,400[2]	13.8[2]
1980[1]	38,000	38,000	76,000	21,200[2,3]	16.4[2,3]

1. Estimated

2. Adjusted to two year intervals

3. The decrease in grades 1-8 in 1980 reflects in part the decrease in births. The actual transfer rate is expected to decrease somewhat in the late 1970's for grades 1-8.

Source: Massachusetts School Enrollment Projection, 1973-1980

Other enrolment characteristics are worth noting: the projected dropout rate should continue to show a gradual decline; there will probably be little net migration into the state during the 1970's; and kindergarten enrolments will be very close to first grade enrolments -- this adjustment for the addition of kindergarten in many communities has already been made. Another dimension of enrolment projection has to do with the pattern of migration within the state: from rural to urban, from urban to suburban, and perhaps from suburban back to urban.

Figure 3 is one more demonstration of the dynamics of school districting. By and large, school district educational programs are too often relatively unaffected by enrolment trends and population shifts. Yet cities and towns do change dramatically, as Figure 3 and Appendix J show not only in terms of population but in terms of socio-economic factors. The Commission feels that such changes should not be entirely ignored in appraising students and their needs area by area.

3. The Costs

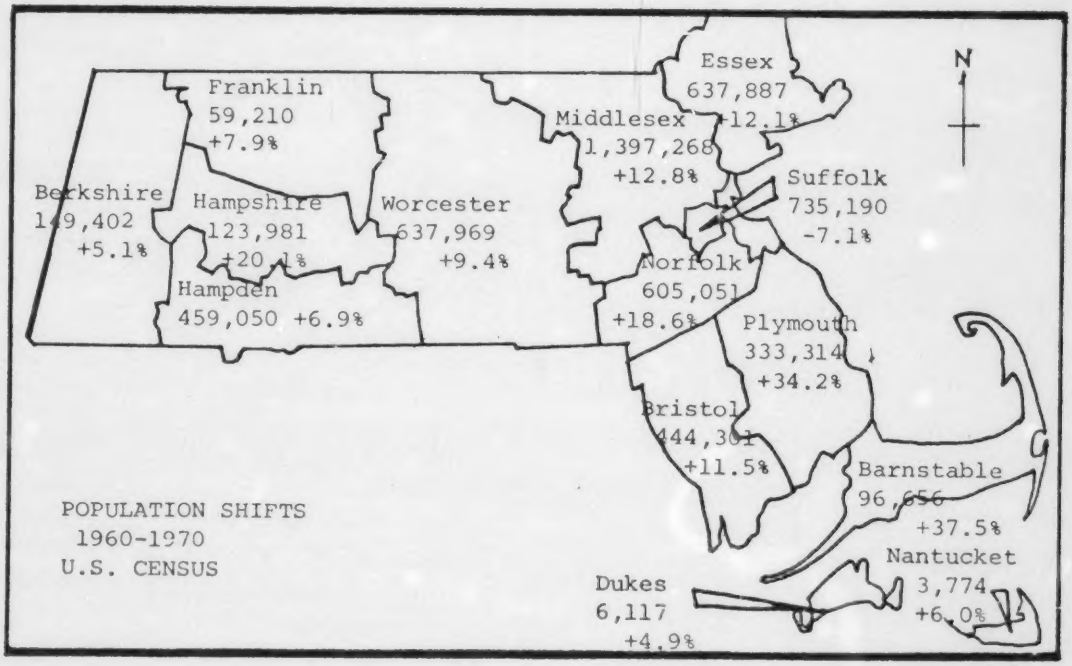
Few cost figures make pleasant reading in 1974. In the past, expenditures for public education have been barely tolerated. Recently, many cities and towns in the nation have revolted and simply refused to pay the increasing costs for necessary programs and facilities. Around the nation some municipalities have gone bankrupt trying, in part, to support schools, and, in the extreme, public schools have actually been closed down. Massachusetts has seen per pupil costs assume the following grim configuration:

YEAR	COST PER PUPIL
1952-53	$ 294
1962-63	$ 456
1972-73	$1,094

FIGURE 3

MASSACHUSETTS CHANGES IN MANY WAYS;
HERE IS ONE WAY IT CHANGES.

THE IMPLICATIONS FOR STATE AID FORMULAS, SCHOOL HOUSE CONSTRUCTION AND SCHOOL DISTRICTING ARE MANY.



Since approximately 75 percent of the cost of local education is derived from local property taxes, every effort is made to contain educational costs. These facts have been cited in several studies along with a description of the consequences. Dr. Cook, in his report for MACE, wrote:

> The property tax is a cruel and regressive tax, and one that has the unfortunate consequence of placing the interests of children in direct opposition to other bread and butter interests at the lowest level of government, the city or town. One tries, for example, to think of another society that has replaced the interest of its young and its old in such direct opposition.

Far more disturbing are the unequal resources available and applied in education in various municipalities. A reflection of the problem may be obtained from comparing the expenditures of the following five cities and towns.

Town or City	Equalized Valuation per School Attending Child
Medford	$23,166
Medway	19,320
Melrose	31,401
Mendon	22,026
Merrimack	12,800

The results show a variation in per pupil operating expenses that have begun to gain attention in the courts.

PER PUPIL OPERATING EXPENDITURES, 1973

Expenditures	Number of School Districts
$100+	72
900-999	69
800-899	92
700-799	48
600-699	25
500-599	2
400-499	1

The Commission is aware of the fact that, with few exceptions, the cost per pupil for occupational education is higher than the cost per pupil in an academic or general curriculum. More dollars are needed per pupil in an auto mechanics class limited to 20 students (controlled capacity) than a tenth grade algebra class of 28 students -- to which two or three can conveniently be added. High capital investment in equipment, more instructional space, controlled class size, and, in some cases, higher salary for the instructor for the occupational program -- these make the difference.

Recognizing that occupational eduation does cost more, the Commission finds a startling, almost erratic difference in costs per pupil in different schools. In the school district sample we surveyed, Duxbury spends $4,540 per pupil for occupational education, North Attleboro $176. Waltham, another of the richer districts, spends $2,165 and Holyoke, a poorer city in its same size category, spends $1,215.

Since the mid-1960's, a series of court cases have been filed in federal courts alleging that various state systems for the financing of public schools were in violation of the equal protection guarantee of the Fourteenth Amendment to the Constitution of the United States. The pace of the movement to reform the means of financing public education was vastly speeded up in 1971 with the ruling of the Supreme Court of California in the now famed "Serrano v. Priest" decision. In that case, it was ruled that education was a fundamental right and that the system of funding education in California discriminated against the poor because it made the quality of a child's education a function of the wealth of his parents and neighbors.

In Massachusetts, like many other states, an annual series of bills are submitted to the state legislature to "reform" the method of financing public education in the Commonwealth. Since 1967, cities and towns have been receiving state aid and assistance designed to equalize the local funds available for education. Most of these "reform" efforts have been to try to refine the existing system either by raising the average percentage amount of entitlement or by eliminating the minimum and maximum aid restrictions. With very minor exceptions, the state funding under Chapter 70 of the General Laws has changed very little since its inception and is beyond the comprehension of most. MACE studies have shown that the formula is less than favorable to our large cities and appears to benefit most of our relatively wealthy suburbs.

4. Summing Up

a. While most other states have been consolidating school districts, Massachusetts has added more in recent years. Even more serious, the uses of area-wide units to assist local school districts in carrying out their educational msisions have not been fully developed. Thus the present structure is basically one with a relatively large number of semi-autonomous school districts which are experiencing similar problems separately.

b. The issue in Massachusetts school district organization is more one of eliminating fragmentation and overlap than one of mandating consolidation to obtain a certain minimum size and a K-12 organization. With a developed intermediate structure, it becomes more likely that school districts will collaborate to the benefit of students and to ultimate operational efficiency.

c. Rough as enrolment projections can be, we can begin to see that student increases are largely a thing of the past. At the same time, population shifts and economic developments do alter school districts enough to force the state to consider its responsibilities

to equal educational opportunity in every section of the state. Equalized evaluation figures can be cruelly affected by population losses combined with a lowering of community socio-economic status.

d. A child attending school in one town may find that approximately $6,500 is spent to give him or her a K-12 education while in another town well over twice that amount is spent on another child. Such differences emphasize the issue of inequality of educational opportunity. Clearly, the quality of a learner's education should not be a function of local district wealth.

B. MEASURES OF SCHOOL DISTRICT INEQUALITY

The Commission determined that it needed good evidence of school district inequalities to use itself and to present later in its report. It was decided to focus on a few key areas rather than overwhelm the reader with details and documentation which appear in other readily available reports, many cited in Part I of this report.

In the view of the Commission, its report emphasizes planned action and the development of a balanced and sensible set of phased activities to build toward equality, excellence and good management. The next sections are intended to assist the reader in understanding and putting into context the need for action.

Two important influences on educational programs in Massachusetts school districts are assessed valuation of property and school district size. There are many other characteristics that influence educational programs and efficiency of operation but these two appeared especially relevant to conditions in the Bay State in the mid-1970's. Accordingly, thirty-nine school districts formed a basis from which to extract information useful to the Commission's work. The process used in choosing these districts follows:

a. All school districts in Massachusetts were arranged by organization, type and size.

b. A selection was made from the school districts at six points by size and organization: 700, 1,200, 2,500, 4,000 and 10,000 students plus the three largest cities.

c. For each of the six size groups, a set of school districts substantially below the state average of equalized valuation per child was matched with a set of school districts substantially above the state average of equalized valuation per child. Inasmuch as there are no "rich cities" in Massachusetts, the three largest cities are grouped with the "poor districts."

d. Four regular regional school districts and their feeder town schools, most of which were members of union school districts, are part of the sample. (Regional vocational school districts will be considered separately.) One K-12 union school district, North Brookfield, has been included.

The resulting sample includes approximately 10% of the school districts and slightly more than 20% of the pupils in the Commonwealth. The main purpose of this sample was to create a common size and valuation structure against which other information could be displayed. The school districts chosen, their enrolments and their equalized valuation per school-attending child are shown on Table 2.

Having a sense of varying ability to pay among school districts, we next turn to specific issues relating to or associated with size, wealth, and isolation.

1. Fiscal Crisis in Local School Districts

The Commission recognizes school financing as a priority issue in school district organization and collaboration planning. Taxation is a major problem facing urban and rural school districts where minorities are concentrated. The chief burden of school financing in Massachusetts still falls upon the local property taxpayer. The Report of the Massachusetts Business Task Force for School Management assessed the problem in 1970 as follows:

> In 1968-69,* 52% of the support for public elementary and secondary schools on a nation-wide basis was funded by local taxation, 40.7% was appropriated by the state, and 7.3% by the federal government. The corresponding figures for Massachusetts were 70.7% local, 22.4% state, and 6.9% federal. Compared with support given to education in other states, Massachusetts cannot be proud of its standing. Although one of the richer states, eighth in per capita income and fifth in personal income per school-age child, Massachusetts ranks twenty-fifth in actual expenditures per pupil.
>
> This stands in contrast to the state's comparative rank of tenth in per capita expenditures for police protection, first for fire protection, and fifth for welfare.

Collaboration efforts between unequal school districts invites domination and control over the poorer districts by the richer ones. Thus city school districts must first be strengthened before serious collaborative efforts can be considered which will serve to operate in the best interest of minority children.

*1973-74 figures show only a slight national change.

TABLE 2

ENROLMENT, 1972, AND EQUALIZED VALUATION PER SCHOOL-ATTENDING-CHILD, 1973, IN SCHOOL DISTRICTS SAMPLED

Poorer Districts	Enrolment	Equalized Valuation S.A.C.*	Richer Districts	Enrolment	Equalized Valuation S.A.C.*
		(Largest cities)			
BOSTON	96,160	16,381			
SPRINGFIELD	30,360	16,890			
WORCESTER	29,430	18,075			
Average	51,983	16,790			
		(About 10,000 students)			
HOLYOKE	9,142	19,741	CAMBRIDGE	9,775	37,848
LAWRENCE	9,846	17,593	LEXINGTON	9,089	29,790
MALDEN	10,467	20,046	WALTHAM	11,413	44,171
Average	9,818	19,016	Average	10,092	39,063
		(About 4,000 students)			
HUDSON	3,947	17,155	DARTMOUTH	4,419	39,476
N. ATTLEBORO	4,181	18,646	LONGMEADOW	4,298	41,047
ROCKLAND	4,019	14,548	MILTON	4,450	44,318
Average	4,049	16,320	Average	4,389	41,871
		(From 2,300 to 2,900 students)			
MEDWAY	2,566	19,320	DUXBURY	2,802	37,685
OXFORD	2,937	12,924	WESTON	2,898	62,539
MAHAR REGIONAL (7-12)	1,082		DOVER-SHERBORN REGIONAL	1,083	
ERVING	193	47,478	DOVER	591	50,038
NEW SALEM	71	15,517	SHERBORN	614	35,772
ORANGE	891	13,329			
PETERSHAM	140	23,622			
WENDELL	47	18,478			
QUABBIN REGIONAL	981		OLD ROCHESTER		
BARRE	482	17,110	REGIONAL (7-12)	1,133	
HARDWICK	316	19,751	MARION	494	43,478
HUBBARDSTON	443	21,687	MATTAPOISETT	733	30,722
OAKHAM	94	19,767	ROCHESTER	269	27,985
Average	2,561	22,474	Average	2,654	45,311
		(About 1,200 students)			
N. BROOKFIELD	1,212	17,406	HARWICH	1,575	76,816
BELCHERTOWN	1,317	18,086	ROCKPORT	1,012	68,830
Average	1,265	17,771	Average	1,294	73,499
		(About 700 students)			
DOUGLAS	716	20,161	HADLEY	691	37,772

*School-Attending-Child

Sources: Massachusetts School Directory, 1972-73 and Analysis of School Aid to Mass. Cities and Towns, 1972-73

The differential in size and the level of community control between districts is also an important factor to be considered. Often residents of rich suburban communities have stronger mechanisms for controlling the policies of a system which serves 20,000 children than a school system of 100,000 children with diverse racial and class constituencies.

This point cannot be over-emphasized: the strengthening of poor school districts by equalizing financial resources between the school districts throughout the Commonwealth must be a priority of school district organization and collaborative planning and of the state.

Several alternatives are being presented to and examined by the General Court which would provide a more equitable system of financing education. In fact, MACE is at work on the issues as is the Department of Education. A preliminary report of the current MACE study of school finance states:

> In general, high percentages of respondents in all three groups -- school officials, municipal officials, and legislators -- see the question of school finance as an aspect of general fiscal reform in the Commonwealth. Over 76% of this preliminary sample strongly indicate that school funding programs should be considered as only one part of a comprehensive reform package. To separate it from a comprehensive package with wide-spread support is destined to bring about no reform.

A better approach to school district organization and collaboration is clearly implied in this statement. However, collaboration, as it is understood today, cannot be expected to equalize education in and of itself. The Courts have good reason to press for a state response to financial inequities between school districts.

2. The Small School District

Several MACE studies have commented on the effect of the deficienies of school districting on the number and variety of learning experiences available to students. In particular, the small school district, with its one small high school and/or one or more very small elementary schools, has come under special scrutiny. Robert Schaffer commented on the limitation of services and opportunities for students as well as the inevitability of higher costs which characterize the small school district:

> Children growing up in one of Massachusetts' smaller districts -- those with fewer than, say, 2,000 pupils -- have a narrower range of services, options and opportunities than those growing up in larger districts. Moreover, the cost for what is received

> will probably be higher than for the students in the larger districts. And, as the world becomes more complex in its technology and the range of knowledge needed for careers and for intelligent living and citizenship, this discrepancy becomes more serious.

Lloyd Michael labeled the absence of truly comprehensive high schools as a "great deficiency in school organization in Massachusetts," aggravated by the size of school districts:

> The findings in this study strongly support a commitment to assure every youth an equal opportunity for a quality education; and the conviction that this goal can best be realized in a widely comprehensive high school.
>
> A great deficiency in school organization in Massachusetts is the absence of comprehensive high schools with appropriate and relevant programs for many thousands of young people. Many schools are too small to be effective either as educational or economic units. High schools with limited enrollments and inadequate resources do not have the capacity to provide the excellence and diversity of educational opportunities that a truly comprehensive school can achieve.

Liddle and Kroll pointed out that the educational inadequacies of the small school district were further compounded by the isolation which is a part of many rural communities:

> Rural youth still suffer from isolation. They observe limited patterns of living and therefore have a restricted view of the world. In truth, rural youth in Massachusetts are as "culturally disadvantaged" as those to whom that label is usually ascribed. Because there is little movement in and out of the community, there is a deceptive atmosphere of general agreement concerning values. Their low exposure to cosmopolitanism and diversity leaves them lacking in intergroup and international understanding, so that they become less tolerant of diverse philosophies and behavior and more fearful of change and the unknown.
>
> The youngster in a rural area may experience some difficulty in extracting himself as an individual from his family and other reference groups such as church and ethnic group . . . His expectations of himself and his potential may be low, while at the same time his expectation of substantial upward mobility is limited by his isolation from knowledge of a variety of jobs and opportunities for continued education.

3. How Many School Districts are "Too Small?"

In terms of curriculum, when is small "too small?" How many school districts in Massachusetts can be defined as being too small by virtue of the fact that the schools within them are too small? In considering the absolute minimum of size, the weight of the literature seems to say "at least one class per grade level in elementary school; sufficient numbers to produce a graduating class of 100 at the secondary level" (Conant's recommendation). Assuming a class size of 28, this would mean a K-6 elementary school should have at least 196 pupils -- this can be rounded off to be 200. Allowing for dropouts and transfers, about 500 students are necessary to insure a graduating class of at least 100 each year.

There are 37 school districts in Massachusetts with a size per grade level of fewer than 28 pupils within the school district. At the secondary level, there are 28 districts with enrollments too small to produce a graduating class of 100. These 65 districts are presently bearing the penalties of small size.

Table 3 conveys further information about small school districts.

We will later discuss a minimum student base figure for educational programming of 3500 in grades K to 12. There is no magic figure, however. Appendices K and L tell what this might mean in Massachusetts.

The limitations owing to small size are patently observable when a district can provide, at most, standard subject matter offerings within a traditional graded structure. If it is impossible to bring about some new arrangements, the consolidation of school districts may be the only answer to the limitations of curriculum and excess costs.

4. Course Offerings in School Districts

Larger high schools (generally in larger school districts) offer a greater number and variety of courses than do smaller high schools. One Michigan study, for example, indicated a close relationship between school district organization and educational programs.

Very small districts are limited in the variety of programs and services they are able to provide. In cases where programs and services have to be offered small districts tend to incur high unit costs. The fact that they offer only a limited range of services nevertheless results in a total average cost per student which is often as high or higher than that in larger districts.

In interviews conducted by the commission staff in several school districts, students expressed mixed feelings about high school course offerings. A boy in one of the smallest high schools in the state didn't see the lack of course selection as being a problem.

TABLE 3

STUDENTS PER GRADE LEVEL IN THE 131 SMALLEST SCHOOL DISTRICTS IN MASSACHUSETTS, 1973-74

Students per Grade Level, K-6	Grade Organization of District			
	K-4,5	K-6	K-8	Totals
Under 14	2*	12*	3*	17*
14-21	0	18*	2*	20*
28-41	4	10	5	19
42-55	0	5	4	9
Totals	6	45	14	65
Students per Grade Level in Grades 9-12	**Grade Organization of District**			
	7-12	9-12	K-12	Totals
Under 100	0	0	15*	15*
100-124	2*	1*	10*	13*
125-149	1	0	11	12
150-174	4	0	4	8
175-199	7	1	10	18
Totals	14	2	50	66

* Learning opportunities would appear to be severely limited by factors relating to size if these schools are attempting to provide a traditionally organized standard program.

"I think the variety of courses offered by the high school is adequate for the town, because the kids probably don't expect that much and the courses they do take fill up their schedules anyway. So they probably have enough."

Another student, a boy in a secondary school four times the size of the high school just mentioned, expressed a different point of view:

"I just feel that if there is a wide variety of courses then a student is much more apt to get into courses he's interested in. I think students then would be more apt to learn something instead of just being stuck in a course in which they would be bored. I think we should have more mini-courses, like the English mini-courses.

A MACE study by Lloyd Michael, Quality Education for the High Schools in Massachusetts rendered somewhat mixed results:

QUESTIONNAIRE RESPONSES

WEAKNESSES AND STRENGTHS AS VIEWED
BY STUDENTS IN 33 REPRESENTATIVE SCHOOLS

Weaknesses	Number of Students	Percent of Students
Courses and/or Curriculum (Overemphasis on preparation for college, limited vocational education, not enough one semester electives	933	33.95
Various other responses	1885	66.05
Strengths		
Courses and/or Curriculum (Independent studies, quality of courses, high standards, variety of courses)	1319	47.99
Various other responses	1429	52.01

Is this the whole story? We must realize that dropouts had no opportunity to respond and that the angry student -- often doing poorly in school -- usually does not complete questionnaires. If at least one third of our regular high school students feel that more programs are necessary, the Commission senses we ought to find ways to respond to this need.

The display in Table 4 of the number of high school courses offered against the size-wealth matrix of the sample Table 3 tends to support the reults achieved in consolidation research studies. With few exceptions, the larger the school districts the greater number of course offerings. And with but one exception, the average number of courses per district in the richer districts exceeded the courses per district in the poorer districts. The differences, however, are not great in the groups of districts with 4,000 students and below. There is a significant breaking point between the districts with approximately 4,000 students and those with 10,000 students for both the richer and poorer districts.

5. Articulation in School Districts

One objective of the movement to consolidate school districts is to have every student's K-12 learning experiences under the jurisdiction of one school committee and one superintendent. Certainly there is a greater opportunity that articulation of curriculum from elementary to secondary or from elementary to junior high to high school will take place if all of these levels are under one jurisdiction.

The amount and quality of "articulation of curriculum" which actually takes place depends upon the strength of the superintendent and the number and attitude of the school committees involved. Where there are more than two towns involved, the superintendent may be so weighed down with meetings and "regular school committee business" that articulation becomes a low priority in his list of tasks to be accomplished. In one co-terminous arrangement involving just two towns, each town maintained a separate 7th-8th grade junior high school -- one with about 300 students and the other with about 150 students. The two buildings were located three short blocks from one another and from all observation there were no important effects to combine staff or cooperate on program offerings. Even with these reservations, the co-terminous union and region is a superior organizational form to irregular combinations of towns and unions feeding into irregularly composed regions.

The Commission feels that articulation between grades and among schools and even among individual courses is a matter of vital importance to sensible educational programs. The educating of a child ought to be viewed on a K-12 continuum and not as a matter of quantum leaps from elementary school to junior high to senior high.

TABLE 4

NUMBER OF HIGH SCHOOL COURSES: 1972-1973

Poorer Districts	Half-sem. or shorter	Semester courses	Richer Districts	Half-sem. or shorter	Semester courses
		(largest cities)			
BOSTON	63	330			
SPRINGFIELD	37	182			
WORCESTER	31	246			
		(about 10,000 students)			
HOLYOKE	24	135	CAMBRIDGE	30	183
LAWRENCE	14	106	LEXINGTON	22	86
MALDEN	2	111	WALTHAM	29	172
		(about 4,000 students)			
HUDSON	10	35	DARTMOUTH	50	71
N. ATTLEBORO	2	111	LONGMEADOW	33	79
ROCKLAND	47	95	MILTON	63	118
		(from 2,300 to 2,900 students)			
MEDWAY	9	100	DUXBURY	6	69
OXFORD	8	69	WESTON	32	94
MAHAR REGIONAL (7-12)	NA	NA	DOVER-SHERBORN REGIONAL	0	43
ERVING			DOVER		
NEW SALEM			SHERBORN		
ORANGE					
PETERSHAM					
WENDELL					
QUABBIN REGIONAL (7-12)	13	59	OLD ROCHESTER REGIONAL (7-12)	12	108
BARRE			MARION		
HARDWICK			MATTAPOISET		
HUBBARDSTON			ROCHESTER		
OAKHAM					
		(about 1,200 students)			
N. BROOKFIELD	4	79	HARWICH	14	81
BELCHERTOWN	NA	NA	ROCKPORT	8	80
DOUGLAS	7	67	HADLEY	11	73

In the view of the Commission, the important point is that every school district, regardless of size, make arrangements not only for smooth level-to-level articulation but also for linking articulation with options. On a limited scale, in vocational and special education for instance, articulations and options are associated. However, when we consider the diverse talents and interests of students, such arrangements are under-utilized. Why prevent one high school, in a cluster of several, from offering a music major and another from offering science as a specialty?

6. Support for Instruction

One way to determine the strength of the commitment of the people of Massachusetts to the principle of equality of opportunity is to examine per-pupil expenditures for instruction. Granted that this focuses concern for an input into education -- and one district might be able to generate more student achievement for fewer dollars than another. However, gross inequalities of expenditures per pupil in different districts would certainly be evidence of the violation of the equal opportunity concept.

Are there gross inequalities of expenditure supporting instruction? Unfortunately the answer is yes. A student in Holyoke in 1971-72 received $11.16 worth of textbooks, library materials, and audio visual help for his education. That same year, $53.81 was spent on similar materials for the education of each student in Weston. With but few exceptions (the data on regions and supporting elementary districts seems to be inconclusive), richer districts provided significantly more dollars for non-personal support of instruction than did poorer districts (Table 5).

When considering the total operating expenditures per pupil in 1971-72, the same observation holds throughout the sample and, with but one exception, in every size category. How much inequality of opportunity is inflicted when only $726 is spent to educate a high school student in Belchertown and $1,881 is spent to educate a high school student in Cambridge? Does a student in Dover-Sherborn have a better chance for good academic preparation for college than does a student with a similar intellectual capacity in Medway? In Dover-Sherborn, $1,655 was spent in operating funds, in Medway only $991. It is not difficult to visualize the extra books, library materials, and visual aids that $664 can buy for one pupil.

Size does not seem to be a factor in differences of expenditure per pupil -- at least so far as this sample is concerned. The inequality of the distribution of funds, however, makes an enormous difference.

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TABLE 5

SUPPORT FOR INSTRUCTION: PER PUPIL TOTALS OF TEXTBOOK, LIBRARY, AND AUDIO-VISUAL EXPENDITURES, 1971-1972

Poorer Districts	Total Per Pupil	Richer Districts	Total Per Pupil
	(largest cities)		
BOSTON	$23.00		
SPRINGFIELD	16.00		
WORCESTER	33.00		
	(about 10,000 students)		
HOLYOKE	11.00	CAMBRIDGE	$50.00
LAWRENCE	24.00	LEXINGTON	41.00
MALDEN	16.00	WALTHAM	25.00
	(about 4,000 students)		
HUDSON	17.00	DARTMOUTH	20.00
N. ATTLEBORO	15.00	LONGMEADOW	41.00
ROCKLAND	16.00	MILTON	39.00
	(from 2,300 to 2,900 students)		
MEDWAY	24.00	DUXBURY	27.00
OXFORD	25.00	WESTON	53.00
MAHAR REG. (7-12)	32.00	DOVER-SHERBORN REG. (7-12)	53.00
ERVING	30.00	DOVER	25.00
NEW SALEM	33.00	SHERBORN	31.00
ORANGE	6.00		
PETERSHAM	5.00		
WENDELL	41.00		
QUABBIN REG. (7-12)	47.00	OLD ROCHESTER REG. (7-12)	
BARRE	37.00	MARION	24.00
HARDWICK	2.00	MATTAPOISETT	12.00
HUBBARDSTON	13.00	ROCHESTER	12.00
OAKHAM	7.00		
	(about 1,200 students)		
N. BROOKFIELD	28.00	HARWICH	24.00
BELCHERTOWN	18.00	ROCKPORT	24.00
	(about 700 students)		
DOUGLASS	10.00	HADLEY	34.00

Source: Per Pupil Expenditures, 1971-1972
Massachusetts Department of Education

7. Student Achievement

The pertinent research on student achievement and school district organization and size of school up until 1970 has been summarized in the Donley Study. Perhaps the study most relevant to the 12% of Massachusetts' students in non-K-12 districts is the work done by Burton Kretlow. Holding the factor of wealth constant, Kretlow established that pupils in reorganized districts (now K-12) did better on achievement tests than did pupils in non-reorganized districts (non-K-12).

However, studies on pupil achievement as related to size of school show no clear picture. The most recent summary of the research points toward economic and social factors of the family as being more important than size of school:

> Studies could be used to support either side of an argument on the effect of school size on the achievement of pupils both in high school and college. Factors other than school size seem to be more important in determining the degree of pupil achievement in school. The Minnesota Public School Survey Committee in 1969 suggested that the educational attainment and occupation of the pupil's father might be a more relevant indicator than size of school, although pupils in large schools had fathers with higher educational and occupational levels than pupils in small schools, due no doubt to the location of schools. Using the Project Talent data, Flanagan found that size of schools was not closely related to pupil achievement, and Kiesling, also using Project Talent data, concluded that, in terms of pupil achievement, larger high schools are less efficient than smaller schools.

One standard of student achievement which has been used is the percentage of graduating seniors who enter college (Table 6). In this regard, the Commission agrees with the statement in the Education Research Survey:

> If one assumes that the "best" or "quality" school is one which has as its primary objective to prepare the greatest possible percentage of its students for success in college, then the percentage of graduates who enter college is a valid measure of how good the school is. The trend among educational theorists, however, has been to discard the notion that the purpose of elementary and secondary schools is to prepare students for college. Education for the world of work is considered by many educators to be the proper function of schools, whether that world of work is entered straight from high school or only after completing a graduate or undergraduate degree. A school which serves a student population which is not primarily college-bound should not be judged as unsuccessful because only a small percentage of its graduates

TABLE 6

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HIGH SCHOOL GRADUATES
DISTRIBUTION OF CLASS OF 1972

	NUMBER	%to 4yr. College	% to Oth.Ed.	% to Work		NUMBER	%to 4yr. College	% to Oth.Ed.	% to Work
			(Largest Cities)						
BOSTON	4024	32	13	39					
SPRINGFIELD	1655	27	25	38					
WORCESTER	1710	28	28	28					
			(About 10,000 Students)						
HOLYOKE	610	19	30	35	CAMBRIDGE	519	11	6	11
LAWRENCE	479	23	51	21	LEXINGTON	693	58	17	13
MALDEN	622	29	18	36	WALTHAM	899	25	25	44
			(About 4,000 Students)						
HUDSON	203	25	21	37	DARTMOUTH	275	37	21	35
N. ATTLEBORO	163	30	23	44	LONGMEADOW	323	63	21	7
ROCKLAND	266	19	26	44	MILTON	376	53	24	18
			(From 2,300 to 2,900 Students)						
MEDWAY	133	27	33	34	DUXBURY	113	62	20	13
OXFORD	173	25	35	35	WESTON	215	63	20	10
MAHAR REG. (7-12)	138	24	31	20	DOVER-SHERB.REG. (7-12)	152	61	24	13
ERVING					DOVER				
NEW SALEM					SHERBORN				
ORANGE									
PETERSHAM									
WENDELL									
QUABBIN REG. (7-12	121	30	35	26	OLD ROCHESTER REG. (7-12)	168	35	23	36
BARRE					MARION				
HARDWICK					MATTAPOISETT				
HUBBARD-STON					ROCHESTER				
OAKHAM									
			(About 1,200 Students)						
N.BROOKFIELD	77	21	38	34	HARWICH	88	24	25	47
BELCHERTOWN	84	8	15	46	ROCKPORT	65	29	17	40
			(About 700 Students)						
DOUGLAS	31	13	26	55	HADLEY	86	34	40	22

Source: Massachusetts Department of Education

go on to college. It may in fact be a better school at doing what it set out to do than the school which places 75 percent or more of its graduates in college. The question might also be raised as to whether entering college is an indicator of being prepared to succeed in college.

With this reservation in mind, the Commission examined information about Massachusetts graduates from two sources.

In one of the earlier MACE studies, Andre Daniere related median family income in a number of communities to the further education received by graduates of the public high schools in these communities. The main findings of the follow-up analyses of high school graduates from these 56 public high schools were as follows:

a. A high school graduate's chances of continuing his formal education in the year following graduation are less as the median family income of his community is lower. Between 50% and 55% of high school graduates continue with some kind of formal education in low-income communities, whereas the figure is 83% for the highest-income level communities and 63% in the next highest.

b. The chances of attending a four-year institution drop even more dramatically for pupils from low-income communities. Only 25% of high school graduates from these communities go on to four-year colleges, while 55% do so in the highest income-level communities and 33% in the next highest. However, the large cities (Boston and Worcester in this sample) do substantially better than other communities in their income-level class.

c. The chances of attending a college of high -- or even medium -- quality are again much lower for graduates from high schools in low-income communities than for those from high-income communites. Conversely, the chances of these students attending a low-quality institution increase as the community income-level drops.

A second source of information for the Commission was the data on high school graduates for the school districts in our district sample reported in Table 5. Without exception and in every size category, a higher percent of graduates in richer districts entered a four-year college than did graduates of the poorer districts. Looking at the data from a size viewpoint, the smallest districts in both richer and poorer categories had smaller percentages going on to four-year colleges.

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A fitting conclusion to this section on achievement and school districts is a paragraph from the Fleishmann study of education in New York.

> The close parallel between school success and the child's socio-economic origin suggests that something is wrong with the way our educational system operates. The New York Commission was well aware that innate learning ability varies widely from student to student, but it had no persuasive evidence that such innate ability correlates with family income, race, sex, parental occupation or ethnicity. In theory, therefore, differences in group levels of performance should be insignificant. In fact, they are not. Equality in educational opportunity does not exist for the students of New York State. They concluded that in schools in which differences in the average performance levels of social class, racial and geographic groups exist, public policy should be directed toward their elimination.

8. Summing Up

As in the first section of Part II we continue to receive disquieting messages of inequity among school districts largely based upon the degree of local wealth. As a consequence we can say:

a. The cornerstone for collecting and using evidence is drawn largely from a sample of school districts, the Department's Bureau of Educational Information, interviews and MACE studies.

b. While the small school district is worrisome, the overwhelming majority of our students are in school districts of adequate size.

c. Local funding sets the course for the support or neglect of vital elements of program offerings.

d. Changes in the student population base do affect such things as number of courses offered.

e. Articulation between school grades is more important than placing K-12 grades in one district. However, articulation into another level should present appropriate and diverse programmatic choices all of equally high quality.

f. From what evidence we have reviewed to this point, it must be clear that educational inequality pervades the Commonwealth.

C. Urban and Metropolitan Organizations

Until recently studies of school district reorganization have tended to focus on the problems of small, non-K-12 districts which were generally located in towns and rural areas. The ultimate thrust of such studies was "school district consolidation," developing strategies, incentives, and mandates to bring the small, fragmented districts into a larger, more integrated school district organization. Massachusetts still has problems with school district consolidation. There are, we have seen, a number of small school districts and unions in this category which do need to be studied, but action on this problem affects a relatively small number of students in the Commonwealth.

A MACE report completed in 1970, Organizing an Urban School System for Diversity was done to assist Boston and did, in fact, lead to significant educational improvements in our major city. However, the observations and final recommendations are worth the careful attention of other cities in the Bay State. The insights and findings of this 1970 study were helpful to the Commission and its staff.

The simple fact is that the Bay State is metropolitan with most people living in and around cities. The little red school house has gone urban.

1. Massachusetts: A Metropolitan State

Of the 5,726,676 people in the Commonwealth, 3,586,814 (62.6%) live in municipalities of 25,000 or more. These people occupy only 998.56 square miles, 12.1% of the area of the state. Table 7 shows us that urban municipalities of 25,000 or more in the Boston area alone account for 41.8% of the state population and occupy only 6.1% of the land area! Furthermore, over half of the students in the Commonwealth in 1973-1974, some 648,186 students (54.1% of the state total), are attending schools in municipalities which have populations of 25,000 or more.

In spite of some exceptional programs and some good people much of urban education has become a national tragedy. The reasons are many and are not within the compass of this Commission to analyze. Certainly, however, much is possible within city and metropolitan areas and, in some areas of the nation, promising efforts are being undertaken.

In urban matters Boston clearly gains most attention in Massachusetts. When the metropolitan area is considered, interest most often centers on the golden belt suburbs around Boston. Other cities, by the score, are neglected and virtually forgotten.

The plight of minority groups and of disadvantaged whites in Boston naturally draw national as well as state attention. Enlivened by The Massachusetts Imbalance Act, Federal officials, the Courts, the politicians and the State Board of Education are now in their tenth year of struggle over

TABLE 7

NUMBERS AND PERCENTAGES: STUDENTS, POPULATION, AND SQUARE MILES IN MASSACHUSETTS MUNICIPALITIES 25,000 OR LARGER - 1970

URBAN AREA	MUNICIPALITIES	PUBLIC SCHOOL STUDENTS, 1973-74		POPULATION, 1970		SIZE	
	School Districts	Number	Percent of State Total (1,197,949)	Number	Percent of State Total (5,726,676)	Square Miles	Percent of State Total (8,257)
BOSTON METROPOLITAN AREA	38	434,660	36.3%	2,394,374	41.8	505.93	6.1
LOWELL-HAVERILL AREA	4	44,119	3.7	238,705	4.2	75.78	0.9
FALL RIVER-NEW BEDFORD AREA	4	44,746	3.7	275,338	4.8	126.18	1.5
FITCHBURG-WORCESTER AREA	4	49,937	4.2	280,790	4.9	113.44	1.4
SPRINGFIELD AREA	5	62,794	5.2	340,587	5.9	136.53	1.7
PITTSFIELD	1	11,930	1.0	57,020	1.0	40.70	0.5
TOTAL	56	649,196	54.1%	3,586,814	62.6%	998.56	12.1%

Source: Massachusetts Department of Community Development, Massachusetts Population, 1970-65-60, February 1974; Massachusetts School Directory, 1973-74.

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the issues. The Commission deplores this situation since it uses up resources while missing the point of educational quality. No minority individual or group has ever been heard to complain about going to a superior school whether or not it was legally balanced. We on the Commission feel strongly that a major part of the solution lies in developing a metropolitan approach both to racial imbalance and to quality education.

An indirect measure of how Boston's white population judges its schools is reflected in a declining white enrolment while the over-all student body has increased. In every year since 1964 the white student population has dropped. In 1964 there were 70,703 white students and by 1974 there were 57,623. This decline resulted even though Catholic schools were closing thus adding more (largely white) students to the public school system.

Educational deprivation is the lot of thousands upon thousands of school children in the Commonwealth. The overwhelming majority of disadvantaged children live in the urban centers. The MACE study on compensatory education has spelled out the nature of this deprivation:

> Over 135,000 school children in the State of Massachusetts have backgrounds which did not prepare them for successful performance in traditional school systems. Thousand of similar children not yet in school will continue to enter school at some future time unprepared and therefore disadvantaged. To guarantee these children an equal educational opportunity means that they must be provided with special learning experiences that will enable them to compensate for disadvantages created by inadequate preparation.

"Equal educational opportunity" for many urban children is not simply a question of providing good lessons in classrooms. The school has to come to grips with the realities of life faced by the disadvantaged urban child. Programs and services have to be developed to assist the disadvantaged pupil to both face life's realities as well as to raise levels of aspiration. The enormity of the responsibility is staggering. The director of MACE's study of school student services observes:

> Growing up in Massachusetts is not the same experience for all children. How you grow up depends upon where you live, and that depends largely upon who your parents are. Areas become stereotyped, and stereotypes persist because they contain elements of truth . . .
>
> . . . The urban child faces a different set of circumstances. The central city is filled with transient families. Although their high mobility may not take them many miles, they change residences frequently. Their children may attend many schools. In one city visited by a study staff a teacher may begin a

> year with a group of thirty students and watch one student after another leave and be replaced until he ends the year with a totally different group of children. The city child typically has a diminished motivation for achievement and does not see the school as a route to upward mobility.

School people are often helpless and even harmful when dealing with minority children. But exactly who fails and why are different from what can be done about a problem situation. The parent can blame the school and the school can fault the parent: both may be right. Clearly, however, the school fails when it is inflexible and bureaucratic in the face of a human problem.

By and large the final recommendations of the Commission are intended for all of the school-age youth of Massachusetts and do not focus on special regional concerns such as metropolitanism. However, certain key minority concerns are reflected in the final recommendations. Others, such as the Metropolitan Planning Project, have and will continue to work on the issues arising from metropolitan approaches to education.

2. Occupational Education

In an area of the curriculum where urban schools should be strong -- occupational education -- they tend to be weak. The complexities of offering a high level, modern program in occupational education for large numbers of urban students simply have not been faced. For example, in the city of Boston in 1969-1970, only 3,067 students were enrolled in occupational courses. This figure represents about 6% of the secondary school students of Boston. The MACE-Cronin study, Organizing An Urban School System for Diversities reported:

> Surveys of occupational trends indicate a movement away from agriculture and industry towards the field of services, with increasing emphasis on human care (health, education, and other social services for all income levels).
>
> A second fundamental change is in the stability of a given speciality job; a man or woman may need retraining six or more times in his life as new technology changes the equipment he uses or the nature of his work. A narrow vocational skill emphasis (e.g., on internal combustion engines or the platen press) is no longer appropriate; even the content of shop math or related English must provided bases for students' later needs.

> Boston's programs in vocational education reflect not only the philosophy of another era, but also the economics of the 1920's and 1930's. More plainly, the Vocational Education Program depends on the "Trade and Industry" approach developed in the World War I era and continued to this day. Young men and women are trained only for fields that are stable or declining -- like agriculture and machine work for factories soon to be automated or closed.

Using vocational education as an example, alternative educational programs are discussed in the next section of our report. We will have that additional opportunity to examine what is happening in that field.

3. Proliferating Inadequate Programs

A variety of state programs and services of long standing are available, such as adult education, and would appear to match metropolitan needs. Recent programs, such as those derived from the Bilingual Act, even target on metropolitan areas. However, it continues to be a matter of too little if not too late. The Committee on Minority Concerns reports:

> In considering the State Department's services which directly affect minorities and urban areas, we find that these programs are scattered widely througout the Department. For example, the Bureau of Equal Educational Opportunity is a special office under the Commissioner totally removed from Program and Operations with no real authority over the divisions or lower echelon bureaus under these commissioners. The Massachusetts Experimental School System is directly under the Deputy Commissioner for Programs and removed from important divisions such as the Division of Curriculum and Instruction where its program might have some effect on curriculum in other systems. The following programs are scattered throughout the various divisions and bureaus: Career Opportunities, Drug Education, the School Lunch Program, Programs for the Disadvantaged and Handicapped, Title I, ESEA, and Special Education. This widespread dispersion of programs is even more critical in the absence of an effective coordination mechanism in the Department.
>
> Clearly, special assistance needed by minorities of color becomes even more remote in a system where there is such fragmentation at the decision-making level and in the service delivery system. This problem is evidence of the need for one central authority within the department with responsibility for seeing that the interests of minorities are served.
>
> From the data available to our Committee on major metropolitan planning efforts, we must conclude that the evidence points to a record of very limited success. We believe that a major factor

affecting these limited outcomes has been the absence of one central authority within the State Department responsible for planning and coordination of state efforts in metropolitan planning.

Metropolitan planning efforts like Metco, the Design of Learning experimental projects under MPP and EdCo projects to date have consisted of small programmatic attempts to alleviate racial imbalance or the negative effects of racial imbalance on teachers and students. However, the burden of transportation, transition and change has been primarily placed upon the minority student. There remain two questions regarding the capability of suburban school districts to adequately serve children from the inner city or minorities who reside in those suburban districts.

It appears that each one of these experimental projects has functioned fairly independently of the others. They remain "experimental" in nature, too few children are served, and there is little indication that they will be replicated as long-term programs. In fact, state endorsement of the Massachusetts Experimental School System is diminishing. In addition, the Racial Imbalance Law provides the statutory basis for funding of METCO. From another point of view, some in the minority community have voiced concern that a promise of continued and even expanded state functioning of METCO may be used as a trade-off in the Legislature to gain support for repeal of the Racial Imbalance Law.

Over-all, these experimental efforts have lacked direction from one central authority within the State Department. The various efforts have been largely initiated and pushed by active parent-community groups as in the case of METCO and the Massachusetts Experimental School System or educational consultant agencies as in the cases of EdCo and the Metropolitan Planning Project. The initiators and developers of the projects have been often unrelated and the projects are more scattered developments than part of a master plan to improve educational opportunity through metropolitan planning.

Along with the Committee on Minority Concerns, several people have cited the need for technical assistance for various urban public or private groups. Too often urban areas do not receive their proportionate share of federal funds partly because they lack the will and skills necessary to seek new sources of funding. For instance, the Emergency School Assistance Act, authorized millions for the New England area. The money was to be used for working on minority issues: an affluent all-white suburb applied for funds and Boston did not.

4. Summing Up

a. Sixty-one percent of the Bay State's population clusters around five urban areas.

b. The Commission's final recommendations are directed at the total state and not solely at urban or rural areas.

c. Approaches to assisting urban areas tend to be fragmental and unplanned.

d. Many urban educational programs and services, according to evidence presented in this report, are inadequate.

D. VOCATIONAL OFFERINGS, ALTERNATIVES, AND THE STUDENT

In this section of the Commission's report, we will focus more concisely on vocational school offerings as an example of a critically important alternative program for students. While vocational education programs should only be one of several alternatives available, not even this single programmatic need is met.

Students ought to have access to a variety of good programs. In addition, the ways in which students progress through school, should be programmatically and environmentally as varied as the needs and aspirations of the students. Many students and their parents will opt for conventional programs, conventionally presented. Others, however, will want different arrangements. This is the ideal.

More choices have been available than is usually acknowledged. The most common is deciding where the family will reside based upon the kind and quality of public schools. Relatively inexpensive Catholic schools have been accessible to those of that religion.

Some non-Catholics spend their middle school years in Catholic schools because of problems in the public schools. In recent years several virtually free schools have been operated by Catholics for minority students the majority of whom are not Catholic. Other options have come along: alternatives and free schools, busing programs such as METCO and education without walls. It should be obvious that not all families have a reasonable set of choices. The poor, in particular, typically must settle for local schools or have choices that are unattractive.

However, Massachusetts is one of the few states which has in its state law provided for courses to be taught on demand:

> ...any course not included in the regular curriculum shall be taught if the parents and guardians of not less than twenty pupils request in writing the teaching thereof and if there is an enrollment of not less than twenty pupils, provided said request is made and said enrollment is completed before the preceding August first and provided a qualified teacher is available to teach said course...

The issue of access to alternative education with regard to the large city seems to be that most offer alternative programs, but there is slim opportunity for a student to participate in those programs. In Boston, for example, the possibility of a single student participating in an alternative education program is on the order of one in a hundred!

Eliminating from consideration the cities with their characteristically lower equalized valuations reveals a rather consistent picture. With few exceptions, the school districts offering open education programs are generally moderately large school districts averaging about 7,000 pupils. Again with few exceptions, the school districts offering open education programs have valuations which are substantially above the state average.

The Commission sensed it could be most helpful to the reader by focusing on one general program and one service: vocational education in the first instance and guidance in the second. In a later section we will describe some more promising aspects of vocational education.

1. Vocational Programs

Occupational education in Massachusetts has made remarkable strides but its very relevance has tended to obscure its successes. Thoughts about vocational programs have tended to lead those concerned with sensible programs for students to express dismay at the twenty to sixty percent of the high school students (the figures vary with school districts and researchers) who are taking what is known as the "general curriculum."

This "great mid-group of students" seems untouched by any meaningful educational program. These students for the most part lack either the interest, the talent, or the maturity to profit from a purely academic or a purely vocational program. One of the most important recommendations of the Schaefer-Kaufman report calls for a drastic revision of the general curriculum in comprehensive high schools by the introduction of a "Careers Development Curriculum":

All occupationally-oriented curricula, according to Schaefer and Kaufman, should be classified in two broad categories: Career Development and Vocational Preparation.

The Career Development Curriculum would serve the great mid-group of students. This is the pool of students that produces the most drop-outs. They could be identified early -- by ninth grade it is usually clear which students will fall into this category.

This message must be heard by the school committees, general school superintendents and by vocational educators. In many ways, in fact, regional vocational schools are more truly comprehensive than many small and limited high schools. But there are other problems that both ought to be deeply concerned about.

A State Board of Education goal focuses on occupational competence: "Education should provide the learner with the skills, experience and attitudes, and the guidance for initial job placement; it is equally important for the learner to develop a capacity to adapt to changing conditions." The overwhelming need for expanding occupational and career education offerings, the present district organization of occupational education, and the cost and complexity of this kind of education -- these reasons alone, the Commission feels, may well constitute sufficient justification for a new state plan for education. In fact, an optimum structure for occupational and career education might be the kind of structure which would work well for providing other educational programs and services.

The largest proportions of students in occupational programs are to be found in city and town school districts -- nearly 82% of all students in occupational programs in 1971-72 (Table 8). Regional vocational schools enrolled only 6.4% of the vocational students, a considerably fewer number than did the other regional high schools.

2. Limited Access to Occupational Education.

Where are the gaps? Where are the inequalities? Who doesn't have access to "places" in present occupational education programs? Who doesn't have access to occupational education because "places" do not exist?

One group of students with limited or no access to occupational education are those students in school districts below 10,000 in size which are not members of regional vocational districts. One authority writing in 1968 proposed that there be a minimum of 600 vocational pupils in grades eleven and twelve in order to have even an adequate program. Using the present figure of one out of three high school students in occupational programs and assuming a thirteen-grade school district with a slightly smaller proportion of students in grades eleven and twelve than in other grades, one can establish a school district size of about 10,000 as a minimum base for an adequate occupational education program.

When this minimum number standard is applied to the two most numerous types of school districts -- The K-12 towns and cities and the K-6 towns in unions (Table 4) -- of 141 K-12 towns and cities with less than 10,000 students, 51 were not members of regional vocational districts. Of 70 K-6 towns in unions all of which were considerably below a 10,000 K-12 base, 55 towns were

TABLE 8

TYPES OF SCHOOL DISTRICTS OFFERING OCCUPATIONAL PROGRAMS AND CORRESPONDING ENROLMENTS - GRADES 9-12, 1971-72

Type of School District	Enrolment 9-12	% of Total Students in Occupational Education	% of Total Students Grades 9-12 in Mass.
City and Town	98,368	82.0	28.6
Trade Schools	2,311	1.9	0.7
Regional Schools	10,724	9.0	3.1
Regional Vocational Schools	7,697[1]	6.4	2.2
County Schools	826	0.7	0.2
Total	119,926[2]	100%	34.8%

[1] This figure increased to 13,526 in 1973-1974

[2] This figure increased to 140,000 in 1973-1974

Source: Massachusetts Department of Education, Selected Date from the Annual Federal Occupational Report, Fiscal Year 1972, p.6.

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not members of regional vocational districts. The students in these 106 districts had only limited access to vocational education: occupational programs functioning on an inadequate number base and restricted opportunities via tuitioning. And the smaller the secondary school, the more remote the location, the less the opportunity for occupational and career education. In addition, students attending small high schools, grades 9-12, whose towns were not members of regional vocational districts are also deprived of adequate opportunities for occupational and career education.

3. Limited choices for girls

The figures in Table 9 reflect the traditional attitudes of our society with reference to the kinds of occupations "girls ought to go into." A girl can be a practical nurse; she can learn to type and file letters and become a secretary; or she can get married and become a homemaker.

The bias of these occupational offerings becomes even more intense when two categories within Office Occupations are examined. In filing, stenography, and typing courses, 42,935 girls (83.9%) and 8,230 boys (16.1%) were enroled in 1971-1972. However, in courses related to the supervision and management of offices, 847 girls (33.9%) and 1,653 boys (66.1%) were enroled! It has been acceptable for girls to type and file letters, but not to run the office! With the exception of health occupations, and cosmetology, places in occupational education programs tend to be filled largely by boys -- no matter where these programs take place. This condition is especially visible in the regional vocational school where three out of every four students (in some schools an even higher proportion) in the student body are boys.

In smaller towns which are not members of regional vocational districts, there are even more severe limitations of opportunities for girls. With both boys and girls having little access to occupational preparation experiences, limited available resources are likely to be allocated to boys.

Not only should there be greater access by girls to presently boy-cominated technical and trade classes, but it is probably necessary to take another look at the total range of programs being offered in occupational education. With declining birth rates and the increasing need for personal and family income, girls more and more are going to be spending most of their adult lives in fulltime employment outside of the home.

4. Admissions to Regional Vocational-Technical School

The problems of inequity do not stop there. The Massachusetts Advisory Council on Vocational-Technical describes the general problem of admissions to the regional vocational schools:

TABLE 9

ENROLMENTS BY SEX IN OCCUPATIONAL PROGRAMS
ALL GRADE LEVELS, 1971-1972

A. Program excluding Health Occupations, Home Economics, and Office Occupations.

Program	Male	Female	Total
Agriculture	1,789	351	2,140
Distributive Education	2,929	3,699	6,628
Technical	4,489	197	4,686
Trades and Industries	40,104	3,112	43,216
Other	2,442	1,191	3,633
Sub Total	51,753	8,550	60,303
Percentages	85.8%	14.2%	100%

B. Health Occupations, Home Economics, and Office Occupations

Program	Male	Female	Total
Health Occupations	492	3,890	4,382
Home Economics	1,369	17,774	19,143
Office Occupations	20,282	59,680	79,962
Sub Total	22, 143	81,344	103,487
Percentages	21.4%	78.6%	100%

C. Totals; Percentages

Total	73,896	89,894	163,790
Percentages	45.1%	54.9%	100%

NOTE: The great bulk of those in "Home Economics" and "Office Occupations" are in secretarial and home-making courses. For contrast, see the number of girls enroled in "technical."

Source: Massachusetts Department of Education, Selected Data from the Annual Federal Occupational Report, Fiscal Year 1972, p.5.

> A major dilemma in vocational education, emphasized most dramatically in the area schools, is how to admit students to programs when the demand far exceeds available facilities. Unfortunately, the solution to this problem has generally resulted in a "creaming" process. After reviewing admissions policies and procedures, the Council believes that in several schools little progress has been made in improving the fairness or equitability of selection.

The Council further explains the implications of this problem:

> In one sense the vocational school (or program) is public for it is supported by tax revenues at the state, local and federal level. In another and controlling sense the schools are private for, in far too many instances, admissions procedures parallel to those of private schools. They often are restrictive and discriminatory.

Minority youngsters are especially hard-hit by these inequitable admissions policies and procedures. Traditionally, minority students have been overtly discriminated against and covertly by-passed because of counseling which discourages minority referral, application and admission to these schools. The junior and senior high school feeder patterns also discourage minority participation in these schools and programs due mainly to the location of the schools outside the urban areas. The problem has been brought to the attention of State Department officials and community leadership groups.

The Minority Ad Hoc Committee on Vocational Technical Education in its complaint against the Division of Occupational Education to the U.S. Civil Rights Commission highlighted the discrimination minority students face with vocational education in the state:

> The Division has failed to provide equal educational opportunity for minority students in the present programs for which they are responsible. Three examples of this are:
>
> a) There are few minority students currently enrolled in the present regional vocational-technical schools.
>
> b) There is no vocational-technical school within or in the Boston area where the majority of minority students reside.
>
> c) Of the existing vocational educational programs within the city of Boston, minorities are under-represented in the better programs.

Finally, it appears that the Massachusetts Advocacy Center through its monitoring function is taking some action on this problem. The

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Massachusetts Advocacy Center will shortly release a critical study of vocational education in Massachusetts.

5. Summing Up

a. Access to diverse programs of good quality should be an objective of every school district.

b. When Lloyd Michael studied Bay State high schools in 1972 and 1973, he found that thirty percent of high schoolers "dreaded" going to school each day. Little has been done to alter this situation, and it may be getting worse.

c. As an example of a programmatic need, the Commission took a close look at occupational education which is relatively well funded and has many outstanding programs. Too few of those programs, however, touch the urban, disadvantaged and minority elements in Massachusetts. At the same time, the comprehensive high schools keep large numbers of students in general, and non-college, non-vocational programs which lead nowhere. All educators must resolve these problems and not simply view them as in the province of the state's Division of Occupational Education.

d. Ways to connect students and quality programs, wherever they might be, and whatever the subject matter, must be devised.

E. MANAGING SCHOOL DISTRICTS

Running school systems is not getting any easier. Many recall simpler days when, for instance, staffing was largely a matter of having a teacher in every classroom. Part I of this report indicates how much this has changed. Today the school committee and the superintendent must possess superior management skills and the initiative to apply them to difficult issues.

The problems of management in the best interests of students are further complicated by having approximately 392 independent school districts in a very small state. Each must attempt modern management at a time when troubles abound. Dr. Paul Cook's recent report for MACE on school management includes the following revealing passage:

> General environmental stresses have contributed to many incidents at the local level that are symptoms of stress--increased school committee turnover, superintendent firings,

budget and bond issue rejections, student strikes, and tedious, sometimes acrimonious, relations with teachers, especially in collective bargaining.

In the American political system environmental changes are expected to stimulate adaptive political changes, so the expectation for school politics might be that a community with new problems and needs merely elects a new school committee which introduces new policies. Indeed, our survey indicates that in the 27 communities studied there were 50 out of 116 school committee members who were in their first term of office. Furthermore, of the 27 committee chairmen, only 11 would say that they would run again for office. But a deeper analysis of the causes and consequences of this turnover indicate that the expectation of effective changes must be substantially modified. For instance, virtually every school committee reported that budget constituted a major problem, and many also reported that it was one of the areas in which their energies were least effective. Capital spending and collective bargaining were also frequently cited as major problems, although it was felt that positive results in these areas tended to be more attainable. Members reported that they devoted an average of 80 hours of work just to the issues of budget and collective bargaining, with most of the latter time devoted to salary negotiations. Some members reported spending more than 150 hours apiece on these topics. These time factors, coupled with the wearing controversies that often accompany them, contribute to a loss of interest in the part of incumbents. They compete with the earning of livelihoods, and produce growing recognition that the problems faced are often not the fundamental questions that committee members wished to work on.

The school committee turnover that results, unfortunately, does not often produce widespread effective gains for the school districts involved. In fact, the process of coping with the problems of budget and collective bargaining is often further complicated by this turnover. In many cases there is little substantial change that takes place due to the energies of new members. This is especially true in the many cases where new members run on platforms that are not substantially different in terms of educational philosophy from those of incumbents who have chosen not to seek re-election. In general, turnover tends to produce more noise than fundamental educational change.

Dr. Cook next discusses the overload on the school district superintendent. The operational context of the superintendency makes the job almost impossible. In a foreword to Cook's report, Robert C. Wood, President of the University of Massachusetts, writes:

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> Paul Cook's thesis may challenge public educators in Massachusetts today, but it should comfort them as well. For the propositions he puts forward and the evidence he assembles in support, offer them -- and us -- the reassurance that the problems of governance faced by our public schools can still be solved by mortal men. The State's cities and towns do not necessarily need new school committees, nor do those school committees necessarily need new superintendents. Rather, the study that follows argues that what both need is a new set of conditions in which to work. No longer need those concerned about public education wander like Diogenes, looking for mythical supermen possessed of Max Weber's (as distinct from today's) charisma, to govern our schools. Instead, we need to redefine the roles committeemen and superintendents must fill -- creating others to accomplish other functions -- so that what is to be done can be accomplished by those chosen to do it.

Again to Dr. Cook:

> Both the built-in fragmentation in the Commonwealth's educational power structure and the increasing controversy and turnover on school committees have had especially important effects on superintendents. The general public and committee members often overestimate the power of superintendents, despite the fact that their discretionary power generally has been shrinking. Thus, community expectations for superintendents are very high, even though many superintendents recognize their own limitations and are trying to regard themselves more as advisory staff officers than as operating line officers. As one superintendent stated, superintendents "are charged with responsibilities no longer within their control. Collective bargaining, teacher militancy, state involvement, pupil involvement, etc., is such that the superintendent's power is based on moral persuasion, not law or authority. Unfortunately, as yet, the public and most school committees don't understand this."
>
> One consequence of increased school board turnover is that the typical superintendent works for a committee most of whose members did not appoint him. An average of 2.2 current members were on their boards when their superintendents were appointed, less than half of the membership of the average committee in our sample. There is modest evidence that new members tend to judge superintendents more severely; on measures of seven areas of professional competence, committees with more first term members had lower evaluations of their superintendents than committees with higher seniority. There was also evidence that superintendents experience less job satisfaction where there is more committee turnover. Of course, some of this decreased satisfaction occurs because the systems experiencing

the most stress have the most turnover, and the stress, rather than the turnover itself, makes the superintendent's job more difficult. Some of the decrease in satisfaction, however, can be attributed to the simple fact that new members tend to take up more of the superintendent's time.

We suspect this result has more operational significance than might at first be apparent. Within the six weeks or so following our survey, four of the 27 superintendents in our sample resigned or were fired. Our conclusion is that sheer exhaustion is taking its toll, that new members contribute to this, and that this factor may be at least as important as policy disagreements. This is especially true insofar as exhausted people -- both superintendents and committee members -- are more susceptible to conflicts.

We believe this human overload is an important element reducing the adaptive capacity of school districts. The fact that there often appears to be relatively little basic policy conflict between committees and superintendents partly reflects the fact that some superintendents have become more circumspect. A few volunteered that their objective was to survive. Others seem to be practicing issue avoidance, taking their cues from the committee and keeping in line. Of course this tends to make the committee the de facto executive officer for the district, and given the rapidity of changes on the committees, it is easy to see the problems involved in trying to develop middle and long-range educational policies.

A general and comprehensive overview of school district operations was detailed in another MACE study entitled: Report of the Massachusetts Business Task Force for School Management. Some thirty-three businessmen were loaned to MACE to review the "non-educational" functions of school districts such as transportation, procurement and food service. Over one hundred recommendations resulted which were keyed on long-range planning, school district cooperation and a state management information system. The task force found talented and dedicated people enmeshed in an inefficient and fragmented system.

1. Management Problems in Small School Districts

Due to the increasing complexities of education, small school districts face some rather unique management problems because of their size. Let's look at three problems in particular: lack of awareness on the part of citizens of the disproportionately high administrative costs in small districts; new administrative personnel needs in order to collaborate with other districts and the impossibilities of managing a three-or-more town school union.

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Our evidence clearly reveals that the administrative costs of running small school districts are disproportionately high as compared with the larger districts. The education offered is usually much more narrow. The question is how well aware are the citizens of these communities of this state of affairs? A number of superintendents and others with experience in working with small district constituencies have expressed the strong belief that greater awareness by these constituencies of the comparative facts would generate considerably more readiness for experimentation in collaboration and regionalization than now exists.

An assistant superintendent of a district not in the smallest size category shared his feelings about this in an interview with staff of the Commission:

> The Department, of course, has made it known that it favors the collaborative approach (for pupils with special needs). They've hinted that Title VI B money will be available and that collaboratives will be receiving it on a priority basis. But I think we should be careful as far as overreacting to collaboratives. The district's going to be working in four or five collaboratives. And you're going to have to have someone who can work with these various groups. This requires a meeting and that requires a meeting! -- and not only the meetings, think of the days you're taken away from your regular responsibilities. And your other personnel, like the school psychologist, he's in the same boat. Seems like all of this will thin out your administrative capability. You become a "Jack-of-all-trades" and you and your key people will spend most of their time working outside the school district.

Perhaps America's most unmanageable enterprise is a Massachusetts three-or-more town school union. Here is what a superintendent of a five-town school union in the western part of the state had to say to the Commission's staff:

> Let's take the month of March as an example. From the point of view of meetings with staff, I had a meeting virtually every evening during the month of March with the exception of the 20th which was a Wednesday evening. And I'm talking Monday, Tuesday, Wednesday, Thursday, and Friday! Involved in the month of March were two evenings for town meetings, the 4th and the 11th. There were regular school committee meetings on the 5th, 6th and 7th. There were committee meetings for the combination of two towns on the 12th, on the 15th, on the 16th during the day. We spent three Friday evenings and two Saturdays interviewing architects and a couple of Tuesdays interviewing architects in addition to doing work that had to be done to move the committee ahead. In addition to which there were school committee meetings and a couple of policy meetings which we had to take care of aside from the school committee meetings . . . Generally the

meetings last until 10 or 10:30. Except last night, we didn't get through until 12:15 a.m...

I've never really taken time to figure out how much time I need to prepare for the meetings. Generally speaking, to get ready for a meeting depends on how many things are on the agenda, but just the mechanical aspects of getting ready for a meeting takes two hours. To follow up a meeting generally takes four hours, because you usually have a few other things you want to get out and you have to get the minutes. I'm the secretary to all these committees!"

I have had five committees, plus the union, plus right now we have three building committees going because each town has to have its own building committee.

How much time does this superintendent have for working with teachers for "other-than-meeting" kinds of administrative responsibilities? Very little. In a very real sense, this superintendent earns his salary by going to meetings -- about 180 meetings a year at 111 dollars per meeting!

During the interview, the superintendent suggested a number of ways to reorganize the union superintendency:

Designate one of the towns as fiscal agent for all educational matters in the union and in all other towns. Right now five checks have to be written to pay a $3.50 bill for a subscription to a professional journal for the union. It costs about $15 to pay a bill for $3.50.

Regionalize K-12 -- difficult as three towns belong to one secondary region and two towns belong to another secondary region.

Form a five-town educational collaborative and function in as many ways as possible under this more flexible arrangement.

Hire superintendent-principals for each town, each of these persons would be a "whole person" to his school as well as being on an administrative team for matters of the union.

Break the union into two sub-unions (according to regional affiliation) and hire a superintendent for each of the sub-unions.

The conversation ended with the observation that the administrative options seem to become evident when the instructional and administrative dimensions of the union superintendency were separated.

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Another approach to the problems of the union superintendency (other than mandating them out of existence) would be to develop a workable model for those 73 towns which are in "coterminous unions and regions" and then seek to adjust the features of this model to the remaining 92 towns in "non-coterminous unions."

2. Citizen Involvement and the Management of School Districts

Lay participation and control are the cornerstone and foundation of public education. Public opinion is the force that determines ultimately the progress of a school system. The need for an effective means for the public to identify and support the desirable goals and programs of the schools is the reason for school-community relations. A good program of educational communication provides the public an opportunity to know, understand and influence the development and direction of their schools. A high degree of intercommunication and interaction between the public and the schools gives purpose and value to the school as a democratic institution.

Furthermore, citizen participation should be seen as an aspect of school district management. People are a central resource to systems. Consequently, in Massachusetts and elsewhere, the issue of citizen participation in education and all other public services, is currently receiving increasing attention. In December of 1973, the Governor's Commission on Citizen Participation issued its final report. The Massachusetts Advisory Council on Education has contracted with the Institute for Responsive Education for a major study regarding citizen involvement in education. The need for citizen participation is apparent and looming larger every day. A PACE study conducted by Lloyd Michael and dealing with secondary schools found the following.

> There is a widening communication gap in many communities between what school people seek to achieve in the education of youth and what the public think the schools are accomplishing. There is an increasing concern on the part of the public about higher educational expenditures and how these increased costs are related to improved programs and services. Parent respondents in the Study stated that they are largely dependent upon local and area newspapers for their information about education. More than two-thirds of the parents surveyed stated they would welcome more information about the guidance program. Approximately half of the parents said they would welcome more information about courses offered and their content, major problems in the school and district, and recent changes and improvements.
>
> Less than five percent of the parent respondents indicated that they were "very frequently or frequently" involved in programs conducted by the school, including planning and evaluation.

The Commission is persuaded that increased citizen participation is necessary and must be encouraged, in particular among "ordinary" citizens and minority groups. The Commission views broad citizen involvement and partnership as an essential step toward enlightened consumerism in education. Parental involvement in the education of their children has recently become an educational, political, and cultural necessity. Public education no longer is a closed system where non-professionals have no place. What the decision-makers say is still important but it is also important that the local community believes in their decisions. Educators must be sensitive to the continually changing patterns of society and remain open to their citizens' concerns. At the same time, citizens must realize that the final responsibility for decision making will most often remain with the professionals. Certainly in the day-to-day management of the schools this is the case.

Citizen involvement may also be regarded as a means of strengthening participative management in the schools. Participative management refers to an involvement of all participants in all phases of the educational process. Where there is effective participative management, there is a strong orientation towards achieving goals and a high level of leadership enthusiasm. We believe that parents and students with a sense of ownership in a school tend to have a greater understanding of what it takes to devise meaningful education and will contribute to this leadership.

Citizens in many instances lack good information about school expenditures, school problems and local educational planning. There are increasing exceptions to this and information once thought to be delicate and sensitive is now being shared with the public in some cities and towns in the nation. Contemporary public support of education requires candor and openness.

There is no doubt that there is a substantial and invisible movement toward greater accountability of the schools which has led to greater involvement of parents and citizens in educational decision-making. The Commission is convinced that citizen participation must be tied to real school problem-solving to lead to real changes. Mechanisms must be developed for mobilizing citizens for constructive and positive action regarding education. The major goal must be that of enabling citizens and school officials to work together to improve educational opportunity. We believe this will happen only in a climate of openness and trust and only if responsibilities are clear to all involved.

Under the aegis of the Board of Education, a Massachusetts Citizenship Project has been launched. The project is intended to improve the civic education of students. While we know that citizenship education should commence early, the process of developing active and forceful citizenship is a difficult challenge -- and one that schools can hardly expect to succeed in alone.

3. Summing Up

An earlier section reviewed the structure of education and indicated a need to improve the structure through strengthening public and private intermediate units which would then represent a new tier between local

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school districts and the state. In this section we have undertaken a look at the management systems of school districts. We find that the system, as well as the structure, requires reform. It is both unreasonable and irresponsible to expect that almost 400 school districts, of varying sizes and of unequal resources, should develop -- even if they could -- separate independent management systems without reference to area-wide and state resources and mechanisms.

The following conclusions appear reasonable:

a. Small school districts, in particular, must reconsider the requirements of modern management and must become advocates of better ways to perform management functions.

b. Cities and towns must begin to develop statements and reports which review with candor educational conditions in their localities. Such statements need to include plans to improve local educational practices.

c. Lay citizens must be involved in significant aspects of district management, programming and planning. However, this involvement cannot be random and vicarious but should follow guidelines agreed upon by all concerned parties.

d. Active citizenship roles need to be encouraged in the schools of Massachusetts.

F. WAYS TO MOVE AHEAD

This section, which closes Part II of the Commission's report is meant to serve a somewhat different purpose from its previous sections; it is intended as a bridge into our formal recommendations. We discuss in this section selectively, on-going approaches and practices which should be encouraged. At a time when we face the difficult and often unpredictable challenges of the future, we are able to illustrate areas in which progress is being made.

1. A Changing Department of Education

As we have indicated, the State Department of Education (SDE) has recently begun to be more engaged with ways to improve education at the district level. Consequently, the Department has begun to restructure itself, both internally and regionally, to serve better the needs of school

districts. However dramatic these developments, it will take time before real progress can be demonstrated, and it will take time for the Department to overcome the lingering unfortunate and inaccurate image of ineptness and inconsequence in the minds of some local officials in assisting educational improvement.

Much of what the Department achieves goes unheralded or is lost in headlines involving other educational issues. For instance, "Title III" programs in the Department in 1974: forty regional projects encompassing all grade levels were functioning, several of which had gained national attention.

Of greatest potential significance is the Department's immediate current effort to decentralize itself into six regions. Staff have been reassigned from the central office to the field in an effort to place a state agency where the action is. In this regard, the Department is part of a national trend to move closer to people and to be in a better position to judge needs, make plans and to propose action.

More must be done, under state leadership in partnership with local educational officials and lay citizens, to develop a framework of what "good" education should be. The regional offices can play a critical role in this process. A set of reasoned guidelines and observations, kept general, could be of major assistance in finding out where we ought to be and in addressing short-range needs. Too often the local mode of schooling becomes accepted as "education" and changes in the educational system are minimal.

2. The Commission's Ad Hoc Center and Collaboration

Perhaps one of the most significant advances in education in Massachusetts over the past several years has been the proliferation of informal and formal collaboration among districts to meet common needs. The Ad Hoc Center to Study School District Organization and Collaboration, devised by the Commission to aid it with its work, undertook a number of projects to obtain a better sense of collaboration.

The Ad Hoc Center mailed a questionnaire to over 1300 lay persons and professional educators in a quest for further information about just what regional centers -- and collaboratives -- should be thinking about. Some 400 teachers were included in this informal sample. The questionnaire was used to gain a better sense of what services a regional center might provide and what role the regional center should play in so providing. In certain matters the regional centers were seen as providing assistance to local districts, in other cases, the centers were viewed as best being a broker and in several instances it was thought that the regional center should operate the service directly. The questionnaire helped the Commission gain a better purchase on some possibilities. Table 10 shows how a majority of respondents perceived the roles and functions of regional centers.

TABLE 10

WHAT ROLE SHOULD THE REGIONAL CENTER EVENTUALLY PLAY IN RELATION TO THE LISTED SERVICE?

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A. DISTRICT SHOULD PROVIDE SERVICE ASSISTED BY A CENTER CONSULTANT FOR:	B. CENTER SHOULD ACT AS A BROKER TO DEVELOP THE SERVICE FOR:	C. CENTER SHOULD OPERATE THE SERVICE DIRECTLY FOR:
Teacher-in-service regular training program.	Training for new programs.	Resource centers that offer area teachers and others a chance to review new materials and methods.
New teacher orientation/training programs.	Learning programs for students with special learning problems.	Data processing and computer center.
Professional personnel recruitment.	Learning programs for gifted students in specialized areas.	Legal consultation services.
Staff recruitment program.	Special programs for minority-group students.	A center for appeals from students, parents, staff members, and other citizens who disagree with decisions reached by local school committees.
Personnel evaluation programs	Coordination of vocationally-oriented learning opportunities among traditional school districts, vocational school districts, technical schools, and community colleges.	Special training programs for students and other citizens interested in participating in educational decision-making on the local level.
Purchasing		Special training programs for leadership teams of teachers, administrators, students, and parents.
Transportation system.		Educational library and reference service.
Evaluation of school programs, curriculum and innovations.		An assessment program on student achievement, periodically sampling student performance in selected curriculum areas and districts.

The same questionnaire that produced Table 10 also elicited information concerning assistance the regional centers might render. Table 11 displays these data which suggest a supplemental role for regionals. Each of the nine areas cited are critical to a "good" public education system.

What's interesting is the diverse ways in which respondents felt a regional center could contribute. It once more appears that we should eschew a standard approach and avoid inflexible approaches to working with school districts. Also suggested is a level of acceptance of regional centers that may not have been so apparent a few years back. The Ad Hoc Center's questionnaire, while intended to serve immedicate purposes, should be viewed as no more than a preliminary effort to uncover the uses of both public and private regional centers and collaboratives.

In addition, a report written for the Commission, offered several purposes for regional and collaborative efforts. The five purposes cited are based upon weaknesses in our present arrangements:

a. Engender change

Critics of public education have agitated for improved utilization of research-based knowledge and resources. Frustrated by resistance to change, educational leaders have looked to regional structures for mechanisms that would speed up the implementation of innovations. These agencies would serve a number of districts by assisting them in identifying needs, finding resources and improving their capacity and level of competency in problem solving, resource retrieval and planning. Similar proposals, but with less explicit prescriptions for linking research-based resources to local needs propose the establishment of regional agencies as vehicles for facilitating change. Both the resistance to change and the promise of linking agencies to indicate that a regional organization should facilitate change within the school districts that are in its sphere of influence.

b. Increase resources

A regional entity that diminishes resistance to change will increase the demand for resources needed to implement change. If the local budget is close to its limit, change may be temporary and this will, in turn, lead to frustration. The regional agency may find it must create new resources. For instance, in-service training may be needed; specialists in reading, special education or speech may be required for short intervals and an independent district cannot justify full-time employment of a person to meet those needs. The regional organization then should be able to obtain and share these needed resources. In this era when educational requirements almost always exceed available resources, a regional agency should facilitate change and help provide the new resources that change may require.

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TABLE 11

RESPONSES TO A FIELD SURVEY ON SERVICES DESIRED FROM REGIONAL EDUCATION CENTERS

A.	B.	C.	D.
THE CENTER SHOULD EVENTUALLY HAVE PEOPLE WHO CAN ASSIST IN.....	DESIRABLE OR HIGHLY DESIRABLE	UNDESIRABLE OR HIGHLY UNDESIRABLE	BOTH B & C OR NO OPINION
1. Planning long range development	no. = 316 % = 81	no. = 23 % = 6	no. = 52
2. Setting educational objectives ***	no. = 279 % = 72	no. = 44 % = 11	no. = 64
3. Training or arranging training ***	no. = 318 % = 85	no. = 14 % = 4	no. = 44
4. Introducing innovations and new practices	no. = 333 % = 85	no. = 21 % = 5	no. = 36
5. Improving management and business operations	no. = 267 % = 70	no. = 17 % = 4	no. = 97
6. Evaluating programs and special projects	no. = 312 % = 80	no. = 28 % = 7	no. = 50
7. Writing grant proposals	no. = 294 % = 77	no. = 22 % = 6	no. = 65
8. Planning utilization of facilities, present or new	no. = 267 % = 70	no. = 32 % = 8	no. = 81
9. Building good community relations	no. = 293 % = 78	no. = 17 % = 5	no. = 65

NOTE: Responses have also been categorized by region and respondent group (administrators, teachers, students, parents, school committee members, elected officials, and others) and made available to the Department of Education for review on that basis. Total number of respondents to the survey was 425.

*** Selected as one of the three highest priorities by respondents.

c. Deliver resources

The independent school district having recognized a need for a new resource, will find that the regional agency has acquired it and is prepared to make it available. Whether this resource is used now depends on how it is delivered. Long lead times, red tape, or elaborate approval systems can render the desired resources unobtainable. It is clear that a regional support system should be responsive, low cost, reliable and rapid. What is required to realize this is less clear. Is it enough, for example, to move representatives of the supplier closer to the client or must the regional agency adopt some of the marketing-like methods of the commercial suppliers of educational materials? The means for meeting the requirement for a regional delivery system is not clear although the need is evident.

d. Overcome inequities

In Massachusetts, as most other states, educational authorities have adopted policies that commit them to the equalization of educational resources. State policy guidelines are frustrated by the fact that most of the financial resources for education come from local communities. To cope with this barrier to the equalization of opportunity the State Department of Education has and, we believe should have, provided incentives for poorer communities to seek proportionately more aid. Progress has been slow and unsatisfying. At the same time, the principle of resource equalization has become more widely accepted. This has led to greater pressure on the SDE to devise better ways of allocating equalization aid. Regional agencies, especially those that are part of the SDE, will certainly be called on to help close the gap between policy and practice. Accordingly, the ability to make positive contributions to the equalization commitment of the state is a crucial requirement of regional activities in Massachusetts.

e. Increasing communication

The fragmented nature of the public educational establishment in Massachusetts has imposed almost impossible burdens on the SDE. In part, the bold actions now underway to decentralize reflect an awareness of the fact that communication has not been entirely satisfactory in the past. Regional agencies will attempt to assume some of the communication responsibilities of the SDE and improve their effectiveness. In particular, it will entail the interpretation of statutes and regulations; criteria for grants and other forms of aid must also be provided to local school districts in a timely and effective manner. Equally important is communication in the opposite direction. Independent school districts must be able to provide the SDE with input on policy issues, needs and community level views. For the SDE to be both sensitive and responsive to the 351 cities and towns in the state, this upward flow of information must operate with efficiency and clarity.

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Regional agencies will find it necessary to facilitate a two-way flow of information. Failure to do so would obviously limit both the effectiveness of the SDE and the regional agency. Moreover, lack of improvement in communication between local and state educational authorities would prevent the growth of trust needed to facilitate linking, equalization actions and other fundamental requirements of decentralization.

Regional arrangements of educational and support resources should allow the student to retain a local identity while greater and diverse programs and services are made available and arranged to his benefit. Educational options for all students would no longer stop (for virtually all students) at the school district's political boundary. In order to carry out the five purposes for intermediates in a rich and diversified manner, the Commission supports both Voluntary Educational Collaboratives (VECs) and the Regional Education Centers (RECs).

Each school district, even the largest, has a point beyond which it is counter-efficient to proceed alone. When this point is reached, and this will be different to some extent in each school district, a partnership should be struck with others to assure a superior and effective response is given to handling any programmatic problem.

An important approach can thereby be possible to resolve the inequities that may exist in one or more contiguous school districts. In this spirit, however, all efforts need not be directed outward. Most school districts contain programs of special worth and distinction. In a variety of ways, school districts learn more about on-going, exciting and worthwhile programs. The Department of Education through its excellent publication Kaleidoscope has described many tested and successful educational programs for others to consider.

The State Department of Education is on the move with a phased program for dramatically enlarging its regional offices. However, the Department does not yet have a broadly based understanding of the functions of their regional education centers. Not only are the beginnings still tentative but no over-all action plan for relating the Regional Education Centers to other components of the educational structure has been spelled out.

Clearly, in the 1970's, citizen involvement is a crucial dimension. And, as the term is now used, students or professional educators, especially those at the classroom level, should be included.

At the same time, the role and function of private collaboratives are not to be neglected in any action plan for school district organization. The State Department of Education has introduced legislation to foster collaborative movements between school districts.

As summarized in Table 12, the REC seems likely to be superior to the VEC in its potential for improving communication and in overcoming inequities. Although the REC superiority in communication potential is reasonably obvious, this superiority is important because it calls attention to the role of the REC in relating school districts to the state administrative structure. It not only will accomplish this end more effectively than the central department; it can do a better job than the VEC is likely to

do. The VEC, by virtue of its voluntary character and grass roots support lies outside the bureaucratic structure and consequently would serve less well as a link in the communication process within this structure. The VEC can, however, facilitate communication and the exchange of successful support practices between districts and among collaboratives. Such communication will result in a dissemination network that is separate yet supplementary to that of the Department.

Structural connections to the state organization seem likely to limit the ability of the REC's to create and deliver new resources. This simply reflects the fact that the RECs can provide only what they are given by the allocation and distribution of these resources -- a non-trivial benefit.

TABLE 12

COMPARISON OF POTENTIAL CAPABILITY OF SDE/REC AND VEC FOR MEETING KEY REGIONALIZATION REQUIREMENTS

Requirement	Regional Agency	
	REC	VEC
Facilitate Change	High potential-planned function of RECs	High potential-linking operation
Increase Resources	Limited-improved distribution and allocation	High potential-local contributions add resources that are shared
Deliver Resources	High potential for state and federal resources-adaption slow	Highly responsive, encourages rapid adaption to perceive cost/benefit
Overcome Inequities	Improvement over central control	Limited to sharing of resources among collaborating districts

An important limitation of the REC is its speed of response and delivery. The rate at which resources become available is undeniably slow and still slower in changing to meet new needs that arise.

Perhaps the most severe limitation is the delivery capability--where the REC will take the role of a dispenser of grants. Funds for innovative projects and supportive services will be received as grants rather than bought by the districts being served. Requests for grants are unlikely to be withdrawn as needs change. As a consequence, the REC will find it necessary to expend much energy in determining needs and evaluating results. In contrast, a VEC

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that charges part of the cost for some of its services operates on an exchange economy, where the user has the obligation as well as the motivation for continuously assessing the worth of what he receives. Continuous evaluation forces the VEC to withdraw or modify services and to develop others responding to new needs. The VEC must be entrepreneurial in its creation and delivery of products. The difference in the type of funds employed by the REC and VEC results in contrasting styles of operation and products. Both appear to have a place in the regional response to local needs; their output should be complementary.

As a linking agency serving to facilitate change, the REC seems to have considerable potential. We see in the plans for these centers ample provision for the development of this capability. How rapidly the RECs will move to become fully effective in this regard will depend upon many considerations. Not the least of these is the degree to which their energies will be diverted to other functions such as overcoming inequities and communication problems. Only operational experience revealing the adaptive process will make clear whether facilitating change is best accomplished by the REC or the VEC. For the present, however, it seems highly probable that the REC can perform this function and do it reasonably well.

3. Moving Ahead in Vocational Education

We have repeatedly indicated a need to alter our thinking about occupational education and to expand our offerings especially to give more urban youngsters access to quality programs (see p.72). In Massachusetts, the Blue Hills Regional Vocational-Technical High School is expanding its offerings and reaching out for students. By 1976, some sixty percent of local high school students will be able to have vocational education. The program, however, is still in the trial stage and there is no evidence that other sections of the state are preparing to operate on a comparable scale.

The Regional Occupational Program (ROP) in Anaheim, California has attracted the Commission for its utter simplicity and apparent effectiveness. The ROP serves four school districts. It includes 168 elementary schools and more than 45,000 high school students. Essentially, the program is a large work/study operation that supplements the normal high school curriculum with specific occupational experiences. The program has a six-member board, two members from each of the two large districts, and one member from each of the two small districts in the region. The board meets four times annually to set policy for a program that is only two years old but has, in that short time, risen from an operation with 250 students to nearly 8,000.

The ROP has a total capital investment of $230,000, a small central office, and a network of outposts in the local business community that covers the entire county. Its students volunteer for the program and are able to use it for their own benefit. They can take as many or as few courses as they please and come in or drop out as they please. The cost to the students' home district is $1.25 per student hour. Classes are usually conducted in the local occupational site, are two hours long, and run year round if there is student demand and/or community need. A student may sign up for a course, stay as long as he needs to acquire the skill being taught,

then drop out in favor of another course in an advanced phase of the newly acquired skill or another skill altogether. Classes are two to four hours in length and are conducted after the regular four-to-six hour schedule.

The program runs on an open enrolment basis, with no fees, no tests, no counseling, no textbooks--all that is needed is the student's name, address, and telephone number. Classes are informal and are usually organized with a mixture of veteran and neophyte students so that they will help and orient one another. Virtually all the classes are held on site and are taught by a tradesman/teacher who has at least seven years' experience in his trade.

To recapitulate, the Regional Occupational Programs (ROPs) received their impetus from state legislation and a general statewide rejection of the technical high school concept. In general they operate on the basis of:

Students receiving their academic instruction in their home high schools, retaining their affiliation with these schools.

Approximately 90% of the occupational training taking place "on the job" in business and industry, the remaining taking place in leased or donated facilities under the direct control of the ROP staff.

Very low capital costs, a sample being $200,000 in the first months of operation for the North Orange County ROP serving 2800 students.

Relatively low operating costs, a sample being $1.60 per student hour (including capital) in the first year of operation and now down to $1.25 per student hour in the North Orange County ROP.

It is logical to assume that the ROP alternative will work best in urban and suburban areas with a reasonable employer base. With that caution, we are enthusiastic about the:

Flexibility

Low cost

Positive student attitudes observed

Improved communication with participating school districts

Good placement contacts

Another example of an effective vocational system, as detailed in "Some Alternative Systems to Deliver Occupational Education," a report done specifically for the Commission:

The Calhoun Area Vocational Center is the service entity for an intermediate school district composed of 13 local school districts and two parochial schools. Vocational programs are operated within both a separate facility built in 1970 at a cost of $4.1 million (170,000 square feet), and in the participating high schools on a district-wide basis. Coordination is provided by the director.

The center services 1,750 students in three shifts, roughly 31% of the 11th and 12th grade levels, with another 17% handled at various high schools in bonafide approved programs. Students are bused to the center or to other high schools depending on the programs in which they are enroled. The district goal is to make programs available to 65% of all 11th and 12th level students.

Under Michigan statutes, community colleges can provide occupational programs to secondary level students, and community college students can take certain vocational programs at the center or in the district high schools. Centers cannot grant associate degrees. The State is modularizing all vocational programs to ensure the achievement of performance objectives for programs of four weeks or four years (including community colleges). These performance objectives will enable the student, staff and ultimate employer to know exactly what the student has achieved.

While the center provides services on an intermediate district basis, negotiations are underway to permit another center in an adjacent district (40 miles south of Calhoun) to service the southern portion of Calhoun County. Pending legislation creating a legal basis for these activities will facilitate this type of inter-district collaboration.

Students retain their identity with the sending school and graduate with their peers. Cooperation and articulation within the intermediate district is viewed as outstanding by both the state director and intermediate district director.

The several reports done for the Commission, which are listed in Appendix C, are intended to be used in expanding present collaboratives. One report, done by Merrimack Education Center, describes the various modes of collaboration around the country.

4. Other Reports Related to the Commission's Work

Several recent studies and projects have helped both to highlight issues and to propose solutions. The federally funded Metropolitan Planning Project which unfortunately has not received adequate funding for another year, assumed the following set of challenges.

To develop planning designs which will reduce minority student isolation using voluntary means through inter-district cooperation.

Provide educational options and alternatives on neutral sites

Encourage linkages and partnerships between districts and between communities

Develop collaborative possibilities around processes related to reduction of isolation

Work out options for student mobility, taking into accunt the energy shortage

Pursue economies of scale where feasible

Provide means for continued community involvement in the planning process.

Provide for the development and dissemination of multicultural curriculum material

Formulate systems for staff, student, and community preparation for working with multi-racial, multi-ethnic student populations

Boston's secondary schools are also being studied by a city commission headed by the President of Boston State College. Hopefully, the final recommendations of this commission will be useful to other urban school systems in Massachusetts. That Boston and much of the surrounding metropolitan area should suffer from educational blight is remarkable in the light of Boston's cultural and institutional eminence.

A new state legislative commission is about to look at equal education across the state. In one more report we will find our problems exposed and a fresh set of recommendations. This new commission will begin its work almost exactly ten years since the Willis-Harrington Commission began its work. That Commission will find, we can predict, much happening in the state that shows promise. Hopefully, the new commission will find that we have achieved the early stage objectives of state, regional, and local planning to improve public education. The new commission will still find much in need of doing in urban education.

Not to be overlooked are the several reports done by MACE which have made specific recommendations concerning a wide variety of educational topics having to do with collaboration, urban issues and the uses of planning. These reports, some now several years old, continue to be studied and to be useful in implementing new programs and new ways to do things. A MACE newsletter allows schoolmen and others to keep posted on MACE reports and other activities.

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5. Preparing for Action

The single strategic concept with the most far-reaching ultimate potential for accelerating the improvement of Massachusetts education is this: to an increasing degree, projects designed for improvement or innovation should be carried out by means that not only accomplish their immediate goals but that also help school districts develop new confidence, new skills, and new methodologies in the planning and management of such innovation.

There are at least three important reasons why much more experience, new organization methods, and a growing sense of confidence in the management of change and improvement must be developed if Massachusetts is to accelerate progress toward improved education.

First, Massachusetts education, in common with most other states, is organized and managed essentially for stability rather than for change and improvement. Basically most school districts are not organized to do better things; they are organized to do the same things better.

Second, and closely related to the first, public education has always been paid for, described, and assessed more in terms of what it does than in terms of what it achieves. In Massachusetts, as in most states, high quality education is equated with more dollars spent, newer buildings, more courses offered, fewer pupils per teacher, etc. Rarely is education -- and the investment in it -- assessed by how well it achieves its professed goal namely, to enhance the self-development and self-realization of each citizen. Relatively little attention has been paid to clarifying what kind of self-development Massachusetts citizens want for themselves and their children. What are its dimensions? Is self-realization the same for everybody -- or can it mean different things to different people? And finally, how can it be measured or assessed?

The traditional preoccupation with the mechanics and financing of education rather than the results it should be achieving inhibits the development of healthy, rational pressures for improvement, the kinds of pressures that are generated in businesses that fail to earn enough profit, or in railroads that don't deliver their cargo on time or have too many accidents.

Third, each group concerned with education has tended to do its own planning and innovation. Historically there has been little experience in joint goal-setting and coordinated planning at the state level (as between the Board of Education and the Department, the legislature, and the various professional associations) and between the state level and the individual districts. There has been little experience in coordinated planning among districts in the same region.

These deficiencies don't preclude change and improvements completely: The Commission has observed and described in this report many varieties of progress in the Commonwealth. But the problem is that too much energy has had to be invested in making any one change or improvement -- whether it is testing a new concept of open education in a district; or joining two districts in a collaborative effort in special education; or launching a

statewide innovation in curriculum (such as drug education or ecology). Our educational system must at every level develop constantly increasing capacity to manage improvement and change as a routine part of the operation of education. The goals of education and the assessment of how well education has done its job and used its resources must increasingly be defined in terms of specific results -- what has actually happened to those educated -- and much less on the traditional measures of how much money was spent, how many teachers or courses there are, etc. And finally, methods must be developed to identify areas of consensus and to coordinate the efforts of each of the centers of influence and planning for education at the state level, the regional level, and local levels.

6. The Process Begun

As we have indicated, a number of individual districts in every region have been striving to develop these capabilities for management improvement in recent years -- and there have been some notable successes.

In an attempt to strengthen and accelerate the entire process, and to extend it throughout the Commonwealth, the Board of Education and the Department inaugurated a results-oriented approach to education several years ago. This led to the development of a first-cut definition of educational goals at the state level.

Goals questionnaires were sent to every district in Massachusetts, and districts were asked to organize groups of professionals and laymen to respond. Even though the task was a difficult one, more than half the districts in the state did, in fact, return these questionnaires which were analyzed by the Department of Education.

Many districts did not respond, and a number of those which did were known to have complained because they were not consulted about the approach and because they perceived the program as another state-level demand that took time and did not provide a direct return to the district. Nevertheless, the fact is that a major effort was launched and some tangible progress achieved. In many districts this step stimulated planning efforts which otherwise would never have taken place. The community groups organized to work on the goals questionnaire have continued to work together on tasks that go beyond the state's original assignment.

The challenge is for this process to move from these rudimentary steps as rapidly as possible toward the development of mastery over the processes of improvement and innovation at the district area and state levels.

No matter how many districts there are ultimately in the Commonwealth; whatever the range of sizes of these districts; and no matter how much governance remains centered at the state level or may be shifted to a

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regional level, this capacity must be developed in each district. This ability will not only determine what the district is able to accomplish within its present organizational boundaries and arrangements, but also its ability to consider and adopt new organization arrangements on a flexible and evolving basis.

In particular, a much greater effort at the local level is necessary to define, articulate and advance "good education." Efforts to develop a set of statements about what education should strive to achieve are bound to come from some source. A grass roots origin is to be desired for such crucial definitions. Only with a statement of "good education" in hand can education be improved in a coherent and deliberate way. Once a local course is set, an area-wide collaborative action plan can be developed to promulgate all the aspects of "good education."

From such a local and regional effort, done in full candor and in wide agreement, the positive meanings of "planning" and "accountability" and "citizen involvement" can be realized. The needs and aspirations of students, which give meaning to school districts, require no less.

7. Summing Up

It remains for the Commission to review its findings and state its recommendations. The quickening pace of events, the uncertain outcome of many educational issues, and the invention of new ones, will no doubt make modifications in the recommendations necessary. We must, however, begin to take the future or its consequences more seriously than we have to this point.

a. An educational system established on stability must find ways to appraise and move the educational enterprise ahead.

b. The State Department of Education has moved purposefully to assist school districts in particular by decentralizing its own functions and assuming a greater leadership role.

c. Both public and private intermediate services need to be fostered as means of assisting local educational efforts.

d. Efforts must be launched by local school districts to evolve definitions of "good education" and to use such definitions in planning for improvement.

e. There are too many excellent, if not outstanding, educational programs afoot in Massachusetts and elsewhere for us to do more than illustrate a few and to suggest others. Yet the Bay State continues to "run to stand still."

PART III

THE COMMISSION ADVANCES A PLAN

Must we continue to "run to stand still?" Basing his observations largely upon MACE documents, Richard deLone in 1972 reported that the typical Bay State high school student pleds through a school system unable to offer adequate services, programs or direction for his present needs and future prospects. School districts will not help their students with more of the same or by making fragmented efforts at change. School districts and how they function needs a fresh local review. What is good education where you live: how can you define it and how can you go about improving it?

A total view of the uses of school district "organization" is needed to plan for improvement: most school district organization plans focus on boundaries, geographic size, numbers of students per school, and allocation of authority and responsibility. But a much broader array of factors are critical in the success of any organization -- educational or otherwise -- and they must be considered as part of any plan to advance education. A plan must include methods for assessing needs, for setting goals, for designing ways to achieve goals, for mobilizing action, and finally for relating action at one level of the system with action at another level. It must also deal with the development of attitudes, skills, motivation and working relationships at every level and between various functions.

Planning, supporting and delivering better programs and services to students on an efficient basis begins with but need not end with local school systems. As the home base of students, the school district should be as educationally effective as possible. Local school districts can usually undertake successfully most of the educational tasks. At the same time the district can rarely, if ever, run superior programs and services for every student. It is becoming increasingly more complex and expensive for any school district to provide adequate programs and services for today's student. A school system that strides along on its own making its independence from others an overriding objective may find itself compromising its students and facing interventions.

Good educational practice today is veering away from the self-contained classroom, the self-contained schoolhouse, and the self-contained school district. Students should no longer be isolated from the surrounding communities while they attend school. The local educational enterprise is not intended as something to be awkwardly grafted onto a community propped up by reluctant taxpayers and compulsory attendance laws. Schools are to foster learning and the learning community.

Part of what must happen in education today is based upon our increased understanding of youngsters and adolescents. In spite of talk about "generation gaps" we have today a vastly better understanding of the student than we did a generation ago. For instance, authorities agree that the maturation process has speeded up and that girls and boys

develop three or four years sooner than did their revolutionary period ancestors. Society as well has given greater responsibility to the young citizen. Today he or she may not only defend the nation at an early age but may also vote and hold office.

We don't need more of the same. We need instead a rich diversity of programs and services. As the world becomes a more complex and changing place to live, the student's needs and aspirations logically and appropriately expand.

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A. PERSPECTIVES FOR A PLAN

1. Fragmentation and Finance

In thinking about school districts, we must not overlook the constraints placed upon them by the present formula to finance local educational efforts. Keeping in mind that money by itself will furnish no solutions, nevertheless, school finance continues to be a national concern. A poll conducted in the spring of 1974 by the Education Commission of the States of "governors, legislators and education officials" shows school finance to be on top of the list of urgent issues in education.

School finance problems are a particularly onerous and frustrating example of the results of fragmentation. Given lack of an effective policy at the state level, financial issues consume vast amounts of local energy on a continuing basis. Cities and towns are forced to raise revenues in the light of local resources and politics. Furthermore, they are forced to rely on the property tax, which is regressive and has the additional unfortunate consequence of placing the interests of education in direct opposition to other "bread and butter" interests in each community. The policy of "fiscal autonomy" may be an advantage for school systems in this situation, but it is clearly a benefit at the cost of more harmonious relationships with municipal officials and the at-large communities.

State school aid goes to the cities and towns as a reimbursable expenditure, meaning that the amount is determined by what districts have spent in a prior year. No one knows for certain to what extent the Legislature will actually fund state aid entitlements, and since entitlements are determined in part by averages that are unknown until it is too late, no one can make adequate educational plans. Local property taxes also cannot be fully determined until these reimbursements are known. Thus, the current state aid program is especially ineffective as a policy instrument to encourage longer-term educational planning. We on the Governor's Commission realized the importance of the financial issue but determined to focus upon organizational problems and possibilities with the understanding that forces are at work to reform the state school tax structure. When these efforts might bear fruit was not made clear. As the Commission completed this report the need for reform is pressing. Over seventy percent of public education's tax bill falls on local school districts as contrasted with the national average of less than fifty percent.

2. Citizens and the Educational Enterprise

As we have indicated elsewhere, many of the former strengths of school districts have been eroded and need in some instances to be reviewed.

Little that can be done is likely to have major benefits and lasting power unless citizens are involved in planning, proposing, supporting, and implementing action plans. Several kinds of citizen participation should be fostered and we will make recommendations to this end. Not to be forgotten is a need to view formal and informal learning as a community-wide experience with the local school acting as a catalyst. If a community is not interested in learning, then why should a growing and impressionable youngster be expected to give his full devotion to what happens in school? Part of the thrill of sports for school students is the involvement of the community in sports events. Have similar efforts been made to interest parents to engage in the joys and challenges of learning along with youth?

Citizen clearinghouses to assist and interest community member educational matters are a way to inform parents about schools and schooling issues. Citizen centers can as well conduct training programs and furnish a variety of resources to citizen groups. Community involvement is a nationwide phenomenon that we predict will prevail.

The Commission senses that when lay and professional people come together, each in full respect of the other, to plan a mutual approach to a problem, a new venture or simply to communicate, much can be gained -- and a substructure for further discussions and action can be put in place.

A report for MACE on the Boston school system, outlined a sensible school-council arrangement which, slightly edited (to broaden its application) follows:

> Councils should be formed in schools where ten or more parents request this. Councils should consist of all concerned parents and school staff members, and should have an executive board of five parents and three educators:
>
> > The parents should be selected by ballot at an annual meeting or school fair or exhibition in June of each year. Parents should be elected to serve as chairman, vice chairman, secretary, treasurer, and area director.
> >
> > Two teachers should be selected by ballot at an annual session of the teachers, counselors, and other staff members.
> >
> > The principal or headmaster should be ex officio member of the council.
> >
> > Councils should be consulted and the officers should sign annual requests for the school budget and staff and building alterations. They should develop criteria for the selection of principals and headmasters. And they should review, discuss, and

make recommendations annually on a school achievement profile prepared by the Department of Research and Evaluation.

Councils should meet monthly. They should be the vehicle for working with other city agencies, e.g., health centers, to develop cooperative programs and services for adults as well as children on a year-round basis.

In practice, school councils should change their formats as necessary. For example, they could include two or more student members in the upper grades, or add committee chairmen ex officios, or a senior custodian, or aides, or a university or business consultant. Meetings and the list of officers should be made public using the school office, the nearest branch library, and the city hall or municipal center. Councils should be allowed and encouraged to experiment with new programs, to review grant proposals, to interview potential candidates for the principalship, to survey parent opinion, and to apply for grants and special projects. Serious conflicts with other groups, community or staff, should be referred to the Area Superintendent, and, if necessary, to the Area Council or Ombudsman.

Area Councils should consist of one delegate from each council. They should meet monthly, encourage, help organize and sustain school councils, discuss the program and staffing of financial needs of schools and neighborhoods in the area, and develop cooperative programs with other agencies, businesses, and community groups.

Schools cannot be managed to the best advantage of students without parental and community involvement. How this might take place will differ in each community. Yet the involvement must center on vital matters such as assisting in developing a long-range plan and in determining ways to improve individual schools. A look at management skills will help in focusing on ways lay citizens can play a vital role.

The Commission funded on a modest scale, three citizen involvement models in three urban centers: Boston, Springfield, and Worcester. Our funding of these projects has led to encouraging results and useful reports. In particular, the Springfield project has expanded and has a number of on-going collaborative activities.

3. Management and School District Leadership

There are a number of skills, techniques and methods that are essential to the management of improvement and change. Most people who have been through a graduate school of administration or who have taken various management development courses in companies and universities have learned about these methods and techniques and have developed a certain competence in their application. Few professional educational administrators have had the benefit of such training and development. If the leaders of Massachusetts education are to mobilize their constituencies and to gain increasing control over the destiny of education, they must be helped to acquire the skills, know-how and methods involved in a results approach to educational management. This would include such skills as:

how to organize a goal-setting effort;

how to involve various community groups and volunteers in goal setting and improvement -- by means that are both effective and sparing of the administrator's time;

how the educational establishment itself -- administrators, teachers, and students -- can most usefully be involved in the planning and innovation process;

how goals can be translated into specific workable budgets and plans of action -- and what a work plan should look like;

how to organize and run a goal-setting or work-planning conference;

how to test community attitudes and readiness;

how to deal with controversial issues;

how to establish study committees to deal with complex or difficult issues.

Of the superintendents with whom we spoke, most indicated an interest in developing their skill, knowledge and capability in these areas. There are a number of ways by which such training can be provided. A citizen's group in Worcester has organized a series of "management objectives workshops" run by volunteers from local industry. This approach should be tested elsewhere. Such programs would be strengthened if some education-related materials could be provided to the instructor.

4. Appraising the Educational Effort

School systems find it easier to go on doing the same things rather than taking the risks, the costs and the burdens of change.

The creation of new attitudes about the "assessment" of education is as essential as creating the means for doing the assessing. After all, the means for measuring the pollutants emitted from an automobile existed years ago -- but there was no readiness to use those assessments in a meaningful way. At the state level assessment should be seen as a method for finding out to what degree the people of Massachusetts are getting what they ought to be getting from education -- and the executive and legislative branches of state government need this data for intelligent decision-making, as do the people in each district.

Preliminary efforts to block out what good education means in a given community and part of the state is essential. While there will be much in common among school districts in defining goal education, there will appear, no doubt, different and diverse points in each. That's all to the good! Furthermore, school districts will find they are at various levels in achieving good education by an assessment program.

Assessments have many facets and infinite uses. The term is applicable to classrooms and to the state as a whole. It encompasses a wide variety of approaches and can involve students and lay persons as well as experts. Yet all the assessing in the world is purposeless if not harmful unless something happens as a result. We need no more of that.

Once we develop the total meaning of assessment and look to possible outcomes, a better view of the dilemma may result. We may want assessment but can we really agree on where it might lead?

There is nothing in the educational sphere that corresponds to the strong agreements and commitments for such public goals as the reduction of air and water pollution; finding cures for cancer; putting men on the moon.

There are instances of high dedication to specific goals by specific constituencies: Minority group parents and leaders want equality of opportunity for their people. Taxpayers want to limit the cost of education. Certain citizen groups want to accelerate the pace of innovation in education. But there is no across-the-board consensus.

Moreover, many of the goals that are important to one group are anathema to others: some say that consolidation is essential to providing quality education in many very small districts, but there are many in those districts who would wage an all-out battle against forced consolidation. Equality of education might mean a better distribution of resources between the richer districts and the poorer ones -- but this would be resisted by the richer ones. Efforts to achieve racial balance find strong adherents and equally strong critics.

But each school district could annually report on efforts to achieve one, or several, critical educational issues and what plan there is to work at those issues. That then becomes a check on awareness, candor, confrontation and care. Who will say what and who will do what in the community when the report is published? This is only one example of a multitude of ways to be forthright about the educational issues. The Commission feels strongly that a community not prepared to undertake any kind of educational assessment and improvement program should not have the education of students as one of its responsibilities.

Assessment is too important -- and really too interesting -- to set aside. The various tugs and struggles over the issues in fact define democracy. It is vital to involve people at all levels, and include teachers and students, if there is the slightest interest in assessment leading to anything.

An assessment program should focus on information that can assist students directly and can aid others in finding out what they might concentrate on in improving the educational environment. Their assessment should include such aspects as: what do students think about schooling; what recommendations might graduates have to make about the schooling process.

There is always a danger that assessment and "doing well" on an assessment will become an end in itself. For instance, new and imaginative programs and activities might suffer in such a case. Thus, an assessment program must be carefully thought out and used with great discretion: in no sense should such programs impede the development and trial of new ideas.

Assessment in these terms ought to include observation and visits by a variety of lay and professional persons. Every means should be used to keep the processes and kinds of assessment made from being frozen in all its aspects.

A new and powerful appraisal device is what educators have termed "formative evaluation." Formative evaluation provides quick feedback and correctives at each stage of the classroom teaching-learning process. The information thus gathered can be used by students, teachers and others involved in the learning process. Brief pertinent tests are given at critical points in the learning process. The intent is to provide motivation for students and information to correct the learning process to others.

There are wider uses of formative evaluation. Any group wishing to obtain a sense of how it is progressing could find ways to design a formative evaluation instrument. In this context, formative evaluation would probably best serve as a way to judge the process and to see if expectations are being met. Benjamin Bloom has written a useful book on formative evaluation, Handbook of Formative and Summative Evaluation of Student Learning, that could assist those wishing to study the matter further.

5. School District Size and Learning Opportunities

Children growing up in one of the Massachusetts' smaller districts have a narrower range of services, options and opportunities than those growing up in larger districts. Moreover, the cost for what is received will probably be higher than for the students in the larger districts. And, as the world becomes more complex in its technology and the range of knowledge needed for careers and for intelligent living and citizenship, this discrepancy becomes more serious.

Gradually the regional school approach inaugurated in 1949 has produced much progress in overcoming these limitations of small districts. Regional school districts now include over 150 of the state's smaller towns -- most of them operating secondary schools.

In addition, there are some thirty regional vocational-technical schools operating or being constructed which provide services for an additional group of secondary students. But apart from the handful of districts which have regionalized at the elementary level, the elementary children in Massachusetts' small school districts must -- as reemphasized by Donley's 1971 MACE report -- do without many educational programs, activities and services available to those who happen to live in larger districts. The Commission belives that steps must be taken to eliminate this type of inequality.

Many states have dealt with similar problems by enforced consolidation of small districts -- and these enforced consolidations have usually led to the correction of some of the deficiencies: the larger consolidated districts are able to provide a richer choice of opportunity, a higher level of quality and a lower "unit" cost for education delivered.

But consolidation, at the elementary level particularly, is strenuously resisted by large numbers of people in small districts. This resistance stems chiefly from three factors: first, there seems to be a belief that consolidation of education inevitably leads to enrichment of the program which in turn leads to higher costs -- and many feel they cannot afford to pay more taxes. Second, there are intrinsic educational values in small school districts -- especially where there is extensive adult involvement. Third, there has been a traditional sense of independence and autonomy in these Massachusetts communities stemming from pre-Revolutionary days, and these traditions are highly valued.

However innocently, those who defend small school districts often find themselves deflating and fending off any kind of change as an encroachment on local autonomy. Yet once seen in the proper light, many modifications to self-contained local education support local autonomy.

There are many who nevertheless urged the Commission to recommend mandatory consolidation of the Commonwealth's small school districts to conform to some minimum size level. But for both a practical strategic reason and an educational reason, the Commission does not make such a recommendation.

First, the strategic reason: it is possible -- even probable -- that such an effort might fail to win the support of the Legislature which, when the showdown came, would be faced with relatively little pressure for the change but tremendous pressure against it. Massachusetts does not need another experience that reinforces the idea that change must be won by "right" prevailing over "wrong," by battles which find the winners having to deal with large groups of resentful losers. Massachusetts needs more experience with changes and improvements carried out collaboratively, willingly, with a sense of joint dedication. Thus, from a strategic point of view, the mandatory approach might lose, and even if it won the price would be too high.

From the educational point of view there are several problems. Up to a point there is a correlation between district size and the range of available options and services, but there is no valid way now to fix a minimum size for districts.

A more rational approach to mandating would be to require certain minimum educational contributions by districts to the development of their students. This would have to be in terms of the results achieved. Mandating particular services would only place new emphasis on the mechanics (or inputs) of education without regard to the results they achieve. When the state has gone far enough in developing workable definitions of good education, it should be able then to define minimum standards. The assessment process should make it possible to determine whether districts are achieving these minimum results.

The Commission feels it would be unwise for small school districts simply to wait and see what action, if any, the state might recommend concerning consolidation or other drastic proposals. Ways to make small school districts educationally and fiscally effective in a time of trials must be explored responsibly and creatively by small school districts in partnership with the State Board of Education.

Efforts have been made to relate size of school districts and programs or services. Some general observations about this may be seen in the following schema.

For those seeking some guidelines concerning a minimum student population, it is difficult to justify a K-12 student base as less than 3500. This figure infers an adequate high school with some diversity. Please note we use the term "student base" and not school district.

The best available information suggests that urban school administrative units should not have more than 50,000 students. This would affect only the city of Boston. However, the issue in urban areas is not different from that in less populated areas which is: easy student access to an adequate number and variety of good programs. Cities should be able to apply the advantages of size and diversity. Yet this has not come about in any significant scale.

Program or Service	Pupil Base Recommended
General Quality	1500 minimum (Conant, 1969) 25,000(Comm. for Economic Development, 1960) 50,000 (Benson, 1965)
Quality with Economy	5,000 minimum (Fitzwater, 1958) 20,000 (Faber, 1966)
Community Control	7,000 to 8,000 (Havighurst, 1968)
Administrative Decentralization or Administrative District	10,000-12,000 (AASA, 1959) 20,000-50,000 (IAR, Columbia U.,1961) 12,000-40,000 (Bundy, 1967)
Special Education	20,000 (Great Plains School District Organization Project, 1968)
Business Administration	35,000-50,000 " "
Electronic Data Processing	100,000 " "
Adult Education	20,000 minimum " "

6. Regarding the Board of Education as a Leader and a Partner

Any plan for school district collaboration and consolidation is of major interest to the State Board of Education. It would, in fact, be totally unrealistic to consider a plan in which the Board and the Department, along with local school systems, were not involved. Accordingly, this report has had the benefit of the involvement of the Board and the Department in every step of its development.

The Board of Education has been the major instrument in the progress made in school district consolidation in the last quarter century. In particular the Board has encouraged small school districts to

form regional high schools able to serve students in many ways beyond the tiny high schools they replaced.

In recent months the Board-Department has moved decisively on the regional and collaborative front. Indeed, the Board has joined the regional effort by reassigning staff to the evaluation regional offices.

Some examples of recent Board and Department action:

Two members of State Board of Education serve on the Commission.

Members of the staff of the Department of Education have been present at all Commission meetings and have participated in all Commission discussions.

The Board has proposed two bills to the General Court that would encourage regional arrangements.

A Bureau of Business Management was established to assist local school districts.

Work on assessment and on finance, matters of great importance to school districts, are being reviewed and proposals are being made.

The Division of Occupational Education has conducted a survey of regional vocational-technical schools to uncover collaborative programs.

Work is in progress at the state and regional level to assist school districts in implementing the new special education bill (Chapter 766).

Our report is coming out at a time when the Board-Department has taken a number of supporting actions and also at a time when the Department is in transition. For some months the Department has been in the throes of an internal review. Thus, an opportunity exists for this Commission to present the Board and the Department with a plan of action on school districting. The time seems to the Commission to be appropriate especially since the Board, at the urging of Commissioner Anrig, has moved so strongly in the direction of decentralizing the Department. The question becomes: how can the Commission turn a promising set of events to the best advantage in proposing a plan of school district organization?

It is not, however, fair to raise the question without further contextual information. The Department must work with, or strive to overcome, a problem with its image (with some) of being appropriate to another century and of finding itself in a hostile environment at a time of great stress.

Paul Cook writes in a MACE report:

> the . . . Department . . . [is] viewed either from the school district level or from the level of the legislature . . . often appears simply just another group in the power structure. It is looked to as a leader only to the extent it does what the followers want; when it pushes its own agenda, it is often regarded as a menace. This is not a comment on the merits of the Department of Education, but simply on the extent to which the specialization of interest leads all groups to be viewed with suspicion, and any changes in relationships to encounter resistance. Local control, with equal emphasis on local and control, has clearly become an end in itself, as we have so many other interests. Thus, for example, we find respondents in school districts that have long suffered kindergarten objecting vigorously to the fact that the Board of Education should require it, or communities which would welcome aid on buildings bitterly resenting any conditions on that aid, no matter how well founded. The law may well have made school committeemen the officers of the state, clothed with the mantel of popular election, and created what appears to be a hierarchy, but the hierarchy is no more a channel of authority and leadership than any other set of relationships between separate interest groups arranged in a vertical structure.
>
> Given the enormous complex power structure, it is an organizational fact of life that neither authority nor responsibility can be fixed in public education except upon the system as a whole. The performance of other specialized functions over which there is limited control that there is no place where responsibility and accountability can reasonably be fixed.

It is in such a setting that the Board of Education finds itself. Accordingly, it appears only prudent to move deliberately and coherently toward a set of goals and desired outcomes. Planning and action must use images of reality as stepping stones.

Even under such conditions, courses of action can be mapped out and pursued. The Board-Department is clearly at work on many of the tasks which should be aspects of a plan of action on school district organization. Certain issues, however, have been raised in our several site reports and often in a number of MACE and other reports. The central messages are:

a. The state badly needs an information system that can collect and apply data to problems and that can be used by school districts, state officials and the many other groups and agencies needing good and accurate current information. A chapter could be written on this topic alone.

b. Allied to the need for an information system is a need to collect and use planning data from local school systems. School districts must make plans and these should be shared with both the state and regional offices. The Department and its regional offices should help to make certain that local plans make good educational sense and do not overlap, and second, to do all in their power to aid local school districts in implementing the plans they submit. These plans should be shared by both the community and the Department.

c. The Department should give the highest priority to strengthening its capability to assist urban areas. Every day, it seems, the problems of urban education are becoming more acute. "Solving" the problems found in our cities is something for which we must all take responsibility. Working on urban problems and giving us an action agenda is primarily the task of the Department. Secondary urban education especially has been neglected and the scars of that neglect can be witnessed in the many problems of our youth. Again the Department can help point, direct and lead our energies in working on problems which need the attention of responsible and caring citizens.

d. Furthermore, the Board-Department must undertake a number of actions directed at minority issues, from technical assistance to minority groups to the employment of more minority group members at high positions of authority in the Department. The difficult and time-consuming issues of racial imbalance have chewed up enormous amounts of time. This unseemly matter is not likely to be cleared up in the foreseeable future while other minority issues emerge almost daily. Adding top minority staff to the Department would help with minority problems and might free up others in the Department to move on other matters.

e. The Board is approving new schools with community facilities and at the same time reviewing favorably to move to more flexiblity in defining the school year. Yet utilization of school plants falls far short of the potential. According to our site report covering vocational education, the problem of school building utilization as compared to need is especially acute.

f. A number of things about vocational education concern the Commission in addition to the utilization of vocational-technical plants. These include system rigidity, high costs and the lack of good vocational and career programs for many of the Commonwealth's students. The Department has made some remarkable strides to improve

> vocational-technical education but they have been cast from a conservative philosophy. In particular, access of minority groups, adults and the disadvantaged must receive concentrated attention.

Vocational education has been one of many programs inadequately based and funded in our cities. Of the almost 12,000 students in 20 regional vocational-technical high schools -- most new and with elaborate facilities -- a mere 220 non-whites are recorded in attendance. These expansive and impressive educational plants have been developed in non-urban areas. The Massachusetts Advocacy Center is about to issue a report likely to be critical of public vocational education. Controversial or not it should nevertheless be studied for its suggestions.

For the Department to be well intentioned and to try to do everything is likely to lead to limited results. A focused and realistic plan must be approved by the Board of Education, in partnership with a wide variety of groups and agencies, to move forward on these problems. To do a good job on one or two may find the Department well on the way to solving some of the others. The Department has already established some priorities that match clear needs. These priorities require virtually monthly review and modification.

Most of the issues presented in this report center on the Board and its leadership capabilities, and our recommendations to take action. It is our strongest wish that the Department fully agrees with us about what the problems are and will accept the ensuing body of recommendations and advisements. In cases of some differences, which may be the result of new developments, the Commission understands that some revisions may be necessary.

B. THE COMMISSIONS'S RECOMMENDATIONS

Massachusetts is without a comprehensive strategy for addressing the issues of school district organization. As a consequence, children suffer for lack of appropriate programs, resources go unused and school districts too often struggle on alone.

A current proposal by the Committee for Economic Development advocates regional government as a means of improving delivering systems and services, but contends that power over critical functions be assigned to local communities. The CED proposal states:

> It is clear . . . that what is needed is a system of government that recognizes both forces, centralization and decentralization . . . and . . . a genuine sharing of power . . . it must

recognize a larger unit to permit economics of scale, cover wide planning, and equities of finance. It must recognize a smaller unit to permit the exercise of local power over matters which affect the lives of local citizens.

1. Equality, Access and Appraisal

Recommendation One

Our first recommendation is directed at improving all school districts in the Commonwealth. It is clear that plans and actions must, often in partnership, target on the school district. A set of Commission advisements might be helpful in establishing local grounds for action on some nineteen points:

1. The existence of a results-oriented school management system characterized by needs assessment, goal definition, careful consideration and selection of action or program alternatives (so-called program budgeting), long-range planning, opportunity for citizen involvement on a broad scale, and careful evaluation techniques. These ingredients represent the heart of local educational planning.

2. The development for wide distribution of an annual report which includes cost comparisons with other districts of similar size and organization. Such an annual report should include:

   ratio of full-time certified staff members or staff member equivalents to full-time equivalent students.

   total expenditure per full-time student as related to such costs as central administration, salaries, other instructional expenses and the like.

In order to move ahead on these two points we advise:

that a series of regional workshops be established primarily for school committee persons over the course of the next eighteen months to deal in the first instance with the issues of finance, collaboration, working with community members and needs assessment, and ways to relieve school committees from unimportant and non-productive tasks.

that in conjunction with these workshops, the state develop a series of instructional seminars on school issues and the duties and responsibilities of school committee persons. Attendance at these sessions is to be required of all new school committee persons.

that once a local needs assessment has been completed, a detailed one-year plan of action should be developed and desired activities for another two years should be sketched out (to be modified annually).

that an agreement with others should be worked out as necessary concerning a full diversified and specialized set of K-12 programs and services for all students.

that a top management person in each LEA be assigned to be a representative to various regional collaboratives and to be a resource person on collaboration and its uses.

that the State Department of Education assist local school districts and teachers by furnishing information for teacher negotiations. (Guidance in this matter is available from a MACE study entitled: Modernizing School Governance for Educational Equality and Diversity.)

We further advise that the following program matters receive highest priority:

that all school districts offer, or arrange for, well articulated K-12 school programs which include specialized programs and optional educational environments.

that school districts unable to offer diverse K-12 programs and services must arrange, with a signed protocol, for dividing those programs and services with other districts.

that programs available to students include special education as mandated in Chapter 766 vocational education and other enrichment and specialized programs and services as are found necessary and desirable in the judgment of local lay and professional groups.

Concerning finances and assessment we advise:

that the question of fiscal equity should be addressed in terms of how fairly to share the burden of substantially equalized educational resource availability for children, not in terms of how to equalize the ability of a district to raise revenues which it may not choose to raise and spend.

that a local assessment plan be developed with the involvement of lay citizens, students and teachers. The primary purpose of the assessment instruments

will be to aid students. The second purpose will be to assist in the planning process. The results of the assessments are to be published annually.

that consideration be given to visitations from groups outside the school district to discuss previously agreed-upon specific parts of the school district operation. These visits should lead to a candid give and take of a full exchange of ideas. The results of the visitations should be published and disseminated.

that the objectives designed by the State Department of Education with input from many groups and officials around the state be each year considered as an assessment program is produced for action.

Accordingly, our Commission gives its support to planning the following additional programs and services:

3. early childhood educational services including at least pre-kindergarten screening for children with special needs and parent training programs.

4. basic adult education services including at least those needed for a high school equivalency certificate of worth.

5. a complete spectrum of service for students with special learning problems and disabilities as provided in statutes and Board of Education regulations.

6. curriculum coordination on a K-12 basis designed for each student to eliminate gaps and unnecessary repetitions in learning experiences.

7. Individualized instructional programs allowing students to work on an appropriate level. (Refer to "Pathways" published by the State Board of Education.)

8. Instructional programs that use physical and citizen resources of the surrounding area to enhance student progress (Refer to "Pathways").

9. attention to the emotional and physical well-being of students (State goal 1).

10. a preliminary emphasis on providing students with basic and advanced communication and computation skills (State goal 2).

11. programs in social studies, science, and humanities that stress cultural heritage, discovery, and the development of critical thinking skills. (State goal 3).

12. attention to developing a capacity and a desire for lifelong learning in each student. (State goal 4).

13. programs that give students a thorough understanding of the functioning of our society and government, meaningful experiences in democratic and consumer processes, and encouragement to commitment to exercise the rights and responsibilities of citizenship and protection of the rights of others. (State goal 5).

14. programs that promote understanding and positive interaction among persons of different race, religion, sex, ethnic group, and socioeconomic group. (State goal 6).

15. programs that offer a broad range of opportunities for career exploration, vocational guidance, and both vocational and avocational training prior to high school graduation. (State goal 7).

16. programs that address personal, corporate, and political actions as they affect natural resources and environmental balances. (State goal 8).

17. attention to identification and clarification of values and attitudes among students. (State goal 9).

18. opportunity for individual exploration and expression of talents and feelings in music, writing, electronic communication, art, drama, and movement. (State goal 10).*

19. a school reporting system that defines individual student progress on a continuum both against stated learning objectives and, in the case of basic skills, against nationally standardized norms.

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*These goals are further supported by the "Pathways" section in the Board of Education's documents. See Appendix M.

RECOMMENDATION ONE

THE STATE BOARD OF EDUCATION AND ITS COMMISSIONER SHOULD TAKE STEPS IN 1974 TO DEVELOP A STATEWIDE SERVICE EVALUATION ASSISTANCE SYSTEM THROUGH REGIONAL EDUCATION CENTERS, A SYSTEM DESIGNED TO MEASURE AND PROMOTE THE AVAILABILITY OF THE NINETEEN CATEGORIES OF SERVICE LISTED IN THIS REPORT IN EACH PUBLIC SCHOOL DISTRICT AND SCHOOL IN THE COMMONWEALTH.

The recommended system should be considered a necessary complement to and not in any way a replacement for beginning attempts to develop a statewide system for assessing results of instruction. We strongly endorse the building of a statewide program for assessing results, especially to the degree that such a program helps local districts and schools to build their own evaluation capabilities. However, measuring results is an incomplete practice unless one also measures whether or not an organization is really trying (has programs) to pursue these results; and whether or not the appropriate programs are really readily accessible to all students. Without these latter measurements, informed decisions cannot be made about what actions might best be taken to achieve better results.

This system should be used to encourage a process of continuous improvement in availability of educational service, not a focus on absolute standards.

Additionally the system should result in preparation of an evaluation and suggestion report for each school district or school district group (two or more districts under one superintendent) once every three years. Each district should be required to review its report within 90 days at a public school committee meeting and then to make it readily available to media representatives who request an opportunity to read the report.

The major purpose of this process would be to provide assistance in the statewide pursuit of equalization of educational opportunity for students. Information concerning "success" in one or more districts can be exchanged through the regional centers and offered as a resource to other districts.

We believe that there are alternatives for creating and opening such an evaluation-assistance system without creating excessive time demands on regional center personnel. For example:

Advance lists could be constructed of sample performance indicators under each of the nineteen service categories defined herein. The Advisory Council on Education office will continue to serve as a clearinghouse and source of assistance for pursuit of the Commission recommendations. Therefore, Council staff members stand ready to assist in

preparing lists of sample performance indicators if the Board of Education implements the recommended evaluation-assistance system.

Preparation and submission of a self-evaluation report by each local district or district group in a way somewhat similar to earlier action on a goals report requested by the Board of Education. This self-analysis could then be followed by an observation-verification visit by a staff member of a regional education center who would then prepare a report on program adequacy and on ways to continue to move ahead.

Alternatively, a one or two day observation-verification visit by a board of visitors briefed and later de-briefed by a staff member of a regional education center. Volunteers for such boards of visitors could be drawn from the ranks of the citizen and student advisory boards and the educational organizations already affiliated with each regional center. If volunteers were required to visit districts other than their own, information exchange among school districts would be facilitated. Eventually, volunteers might even be exchanged across regional boundaries to extend this process of information exchange. After de-briefing of a board of visitors, the supervising staff member from the regional office and/or an appointed or elected chairman from the board could prepare the appropriate report.

While some readers might question the local readiness for this type of evaluation process, persons who responded to a questionnaire distributed by the Commission and all regional education centers provide the possibility of a different perspective. To the statement that THE REGIONAL CENTER SHOULD HAVE PEOPLE WHO CAN ASSIST IN EVALUATING PROGRAMS AND SPECIAL PROJECTS, the respondents favored eventual development of this assistance from the regional Centers of Education.

Before leaving the first recommendation, two additional statements could have immediate use in both state and local action. The first is presented here and represents a section from a MACE report on urban schools. The second is to be found in Appendix F and is from the State Board of Education's "Educational Goals for Massachusetts:"

A School Profile: Parents increasingly expect full and candid information about their children's talents, accomplishments, levels of learning, problems and needs. Letter grades, symbols, and stanine scores do not always satisfy them -- not when more descriptive measures of achievement can be used more objectively (not a B in typing, but how many correctly spelled words were typed per minute; or exactly what is the level of reading proficiency?).

Similarly, parent groups and school councils ought to be shown each year a profile of their school's resources and performance. They are entitled to this information which could be presented on an easily prepared form which would include:

how many teachers are in the school?

how many years of experience in your city and elsewhere do they have?

how many are new, how many tenured compared to the system average?

what special programs are allocated to or conducted by the school, and what aides and extra staff have been made available?

to what junior high or high schools have recent graduates gone and with what results (e.g., known dropout rates, college acceptances)?

what are the test scores for each grade or level, by subject or skill areas, and with what patterns of special weaknesses, successes, or problems?

what are the school's expenditures for: teachers and counselors, custodians, books and materials, repairs and alterations, special staff, and lunches?

what are projected enrolments for the next three years?

These data, too often regarded as privileged, actually need to be shared and discussed with parents who then can help develop and support constructive programs of action. Each business firm has an end of year balance sheet. The cry for accountability in education is a plea for forthright reporting. Otherwise the School Department, parent groups and school councils will withdraw their confidence and support.

2. Consolidation and Regionalization

Recommendation Two

To sharpen issues raised by previous state and national studies, the Commission has listened to comments made by literally hundreds of citizens from different walks of life. In addition, a sampling of school districts was implemented. Twenty-four of the school districts chosen had assessed valuations per school-attending-child of $10,000 or more below the state average: eighteen of the districts had assessed valuations

per school-attending-child of $10,000 or more above the state average. In each of these groups, there were sets of districts grouped by size.

The evidence indicates that:

most elementary schools need at least one class per grade level, and secondary schools need at least 500 students (the latter ensuring a graduating class of about 100 students). Assuming a class size of 28, there are 37 school districts in Massachusetts with elementary operations that do not meet the suggested size standard. There are 28 districts with enrollments too small to produce a high school graduating class of 100. Curriculum realities become most visible in the high schools, where smaller schools simply do not offer the number and variety of courses offered in larger schools.

as a rule, when size is excluded as a factor, the average number of courses in the richer districts exceeded the number of courses in the poorer districts in our sampling.

the amount and quality of articulation between schools and even between grade levels which actually takes place depends upon the educational leadership and the number and attitude of the school committees involved.

there are gross inequalities in expenditure supporting instruction among school districts in Massachusetts. With few exceptions, richer districts provided significantly more dollars for non-personnel support of instruction than did poorer districts in 1971-72. For example, depending upon where a student lived in 1971-72, he could have received either $11.15 in support of textbooks and library-audio-visual material or $53.28!

without exception and in every size category in our sample, a higher percentage of graduates in richer districts entered a four-year college than did graduates from poorer districts. From a size viewpoint, the smallest districts in both richer and poorer categories had smaller percentages going on to four-year colleges. Later we will treat critical occupational and career education concerns.

smaller districts usually find it much more difficult to support adequate staff training and renewal programs (courses, conferences, workshops, sabbatical leaves, etc.).

while current research on pupil achievement and class size do not document the probability of significant benefits from so doing, some smaller districts reluctantly support unusually small class sizes or low pupil-teacher ratios as part of the price for remaining isolated.

These general conclusions are explained in greater detail in our study site reports and technical documents. They are not presented necessarily as a case for consolidation of small school districts. Rather, they are presented as problems to be addressed in one of several ways.

Currently available data seem to indicate that:

1. Administrative districts in responding to quality and economy matters should contain at least 5000 and not over 50,000 students whenever this can be conveniently arranged. When we in the Bay State consider geography and population density, a minimum nearer 3500 is perhaps a more workable figure for our state. However, the administrative districts should, wherever possible, be supervised by one superintendent working for one K-12 school committee.

2. When administrative districts do not coincide with optimum sizes for such functions as special education, business administration (purchasing being an example) or sophisticated data processing, other options should be explored such as:

   service from a regional education center or

   regional cooperatives and collaboratives among public-private school units and other agencies, or

   purchasing of services from a centralized public or private agency.

Our Commission does not hold that an adequate student base and acts of collaboration guarantee quality. Size and collaboration efforts, however, can be used to make quality more possible and more economical. The rest is up to strong and sensitive management procedures that utilize clear goals and objectives, frank evaluation of results from program activities, and meaningful communication with the client being served, to assure a competent school system.

To apply these general conclusions to school districts in Massachusetts, we offer the following recommendations:

RECOMMENDATION TWO

LEGISLATIVE LEADERS AND THE STATE BOARD OF EDUCATION SHOULD JOIN IN REVIEWING AND, AS NECESSARY, AGAIN AMENDING SECTION 16D OF CHAPTER 71 OF THE GENERAL LAWS TO ENSURE THAT INCENTIVES FOR REGIONALIZATION APPLY TO ALL REGIONAL DISTRICTS IN MASSACHUSETTS. THIS SECTION OF THE GENERAL LAWS SHOULD BE REVIEWED ALONG WITH ANY FUTURE PROPOSALS FOR MAJOR FISCAL REFORM IN MASSACHUSETTS.

Prior to the 1974 enactment of House Petition 6100, statutes on regionalization stipulated that:

1. 15% of Chapter 70 school aid is added to the aid given each municipality for even partial membership in a regional district.

2. There is no minimum or maximum limit on grades included in a region.

3. Total state aid for construction has a maximum limit of 65%.

In the 1974 session of the General Court, the State Board of Education introduced legislation to:

1. "Grandfather" or continue the 15% additional aid for districts now receiving the same.

2. Give 2% per grade for regionalization composed of 8 or more grades. The maximum possible would be 26% for complete K-12 regionalization.

3. Require all regions formed in the future to include four or more grades.

4. Clearly define that school construction is NOT necessary for formation of a regional district.

5. Prohibit regional aid exceeding the regional operating assessment to any one town, a situation that does occur under the current statute.

6. Raise state aid for construction to 75% in all K-12 regional districts.

This proposed legislation has several advantages. It would have:

1. Created a new incentive for K-12 regionalization, providing more citizens with the advantages of K-12 curriculum articulation and administrative economies.

2. Allowed pursuit of the articulation and economic benefits without requiring construction, a step toward desirable flexibility in state policy.

3. Left the final choice to local citizens, avoiding the inflexibility of mandating.

4. Left the State Board of Education with the right to approve or disapprove formation of a region, a way to guarantee state protection of citizen interests beyond limited town boundaries.

5. Eliminated the profit-making now associated with membership in some regional vocational schools. Certainly no one ever intended that a town should receive more in state aid for membership in a region than it costs the town to participate in the region!

The General Court incorporated the concept of encouraging K-12 regionalization in passage of House Petition #6100. However certain important intentions of the original State Board of Education proposal will not be realized in all regional districts unless additional amendments to Section 16D of Chapter 71 are passed in 1975 or thereafter. For example, additional amendments are necessary to ensure that

1. Regional school districts containing cities are covered by the intentions of House Petition #6100.

2. All regional districts including those with a regional valuation percentage in excess of 153.8% will receive at least some incentive payment.

The cost projections for complete implementation of the State Board of Education incentive proposals are quite reasonable. The cost in 1973-74 terms, if the 42 partial regions and 30 small communities all united in K-12 districts (an unlikely possibility), would be an increase of approximately $6,000,000 in annual Chapter 70 aid. Construction aid of 75% for K-12 regions could, at most, cost approximately $920,000 per year for the next 20 years (again, in 1973-74 terms). However the prohibition on profit-making would save approximately $10,000,000 annually. Thus passage and implementation of all State Board recommendations could save the state approximately $3,000,000 per year while encouraging the formation of school districts capable of greater efficiency and economy. The Commission endorses movement in this direction as an example of fine leadership and cooperation on the part of the State Board of Education, its Commissioner, and elected officials.

Recommendation Three

The Commission's third recommendation is related to the first two since it calls for strengthening school districts. The State Board of Education has been concerned about small-sized school districts in an age calling for more sophisticated programs for students and at a time of rising costs. Approximately 13% of the students in the state, 154,678 students in 187 school districts, are in non-K-12 districts. Not all of these 187 school districts have the same structure; some actually approach the K-12 concept in operation. Some are coterminous unions and regions under the responsibility of a single superintendent and two school committees from grades K-12.

The MACE-Donley report illustrates the many problems caused by the programmatic and articulation constraints often found in non-K-12 school

districts. Constructive action is necessary and the means to do so are within our grasp.

RECOMMENDATION THREE

THE STATE BOARD OF EDUCATION SHOULD FOLLOW THREE BASIC DIRECTIONS IN APPROVING PROPOSALS FOR FORMATION OF NEW OR EXPANSION OF EXISTING SCHOOL DISTRICTS:

1. DEVELOP K-12 SCHOOL DISTRICTS THAT:

   a. ADEQUATELY MEET THE NEEDS OF ALL TOWNS IN A PARTICULAR AREA, EXCLUDING NO COMMUNITY THAT NEEDS MEMBERSHIP TO SERVE ITS STUDENTS PROPERLY.

   b. ENCOMPASS AN ADEQUATE PUPIL BASE.

   c. EXPAND PARTIAL REGIONAL DISTRICTS TO INCLUDE ALL GRADES IN THEIR MEMBER TOWNS.

2. DEVELOP K-12 SCHOOL DISTRICTS THAT POSSESS THE CAPABILITY OF PROVIDING A HIGH QUALITY OF SERVICE IN EACH OF THE NINETEEN CATEGORIES LISTED IN THIS REPORT.

3. DEVELOP AN ADMINISTRATIVE SYSTEM IN WHICH A SUPERINTENDENT IS RESPONSIBLE TO ONLY ONE SCHOOL COMMITTEE NO MATTER HOW MANY COMMUNITIES ARE SERVED.

Consonant with our recommendation, it is our hope that the State Board of Education will establish a public information program in every region. Citizens need much more information to make them adequately aware of:

the potential benefits of regional school districts for students, teachers, and taxpayers alike.

the relatively high costs associated with extremely small districts which affect all citizens.

correcting the belief that regional school districts require construction of or elimination of separate town elementary schools.

Recommendation Four

We have discussed elsewhere the plight of superintendency unions. Once again, the MACE-Donley report in some detail describes their workings. The problems associated with unions were also a topic of discussion at the Collaboration Conference held by the Commission on April 11, 1974.

RECOMMENDATION FOUR

THE STATE BOARD OF EDUCATION SHOULD DEFINE AND PROPOSE, AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE LEGISLATION ABOLISHING SUPERINTENDENCY UNIONS BY JULY OF 1978.

Multiple school committees over one school administration are an anachronism. They promote management by crisis rather than management by objective. We advise that this legislation have the following characteristics:

1. Require that each current superintendency union have its member towns merge with other districts to form K-12 units OR AT LOCAL DISCRETION that the entire union be converted to a partial regional school district including all of the current member towns or with such exceptions as the State Board might approve; all by July 1st of 1977 and in accordance with planning procedures and guidelines promulgated by the State Board.

2. Allow inclusion of a section in new regional agreements specifying the continuation of one or more existing town elementary schools when all member towns agree to the financial arrangements and other details of said section; and the region is approved by local voters for implementation on or before July 1st of 1977.

3. Provide that, in the event that one or more towns in a current union fails to meet the July of 1977 deadline, the State Board may design and direct the July of 1978 implementation of a consolidated or regionalization plan designed by the State Board.

RECOMMENDATIONS TWO, THREE, AND FOUR have focused on ways to improve services and offer diverse programs to students by strengthening superintendency unions and small school districts through consolidation. Such consolidation will enhance local citizen control and participation by allowing adequately sized K-12 school districts prepared to engage in the educational challenges of the present and of the future.

But these recommendations alone do not make a comprehensive plan. Another component is the potential of area-wide approaches and how they can strengthen school districts.

3. Strengthening Regional Educational Approaches

Recommendation Five

The collaborative-regional movement is coming of age in education as in other organizational endeavors. Today every state has some form of educational program undertaken in collaboration among school districts.

There are two basic approaches to educational regionalism being implemented across the United States. First, there is the creation of so-called intermediate services agencies by the state; in effect a middle echelon in a three-echelon educational structure consisting of local districts, intermediate districts or centers, and the state department of education. Second, there is the growth of voluntary educational collaboration not mandated by legislation or regulation. Each approach has advantages and disadvantages.

Regional or intermediate service agencies created and regulated by the state can have, as we have seen, much greater influence in equalizing educational opportunities among local districts. They also have a higher potential for utilizing state resources to increase communication among school districts and other agencies. On the opposite side of the coin, such agencies are more apt to be hampered and slowed by state regulations.

Voluntary educational collaboratives are usually free from jurisdictional regulations such as those that might prevent local districts in different regions from collaborating through a highly structured state system of separate regional centers. As a matter of survival, they are apt to be more sensitive to rapid changes in the needs of participating districts. They do not focus on statewide needs for equalization although they can certainly promote equalization of opportunity for students in their participating districts. Finally, they often do not have the power and means to facilitate information exchange with nonparticipating districts and agencies.

Our Commission believes that Massachusetts should not lock itself into one of the two approaches to regionalism. Rather, our state should pursue the benefits of both approaches.

Our Commission advises the following concerning area-wide arrangements:

1. The proper development of the State Department of Education's Regional Education Centers (REC) are endorsed by the Commission as a vital component in the organization of elementary and secondary education.

2. The central purpose of these centers should be to organize in collaboration with the local school district, ways to provide programs and services to students and to classrooms.

3. The centers serving urban areas should be physically located in the chief urban city and on a public transportation line in order to be maximally accessible (involved in serving to teachers, parents and students, as well as central administrations).

4. The centers should be components of and accountable to the State Board of Education and to the Commissioner of Education. The Commissioner and the Board are to appoint the staff and to lay out general operational, planning, and assessment guidelines.

5. The regular, permanent professional staff of the regional education centers should be limited to one for every 75,000 persons by the latest census. The Commissioner, however, is to have discretion about where he wishes to assign staff and to be able to add or subtract ten percent from his total regional professional staff. These figures will allow for the distribution of approximately seventy professional staff to the six regions. The intent of this recommendation is three-fold: (1) to hold down the total number of permanent professional staff; (2) to help assure that the generalists will be more in demand than the specialists; (3) to generate additional staff needs within the regions. All those assigned to a regional education center are to be directly responsible to the director of the center.

6. The following concepts in regional school district matters should be of central concern:

   a. that school district and regional planning hold the key to resonsible and imaginative use of resources.

   b. that collaboration must take place to make the best use of on-going successful practices and expertise whenever they are found.

   c. that the development and use of resources must be a central regional concern.

d. that overcoming inequities become feasible under regional arrangements.

e. that communication within the community and with others must receive regional support.

7. In order to foster diversity in responding to needs, volunteer education collaboratives, both ongoing and new, should be fully encouraged. Concurrent development of public and private collaboratives as complementary agencies is highly desirable.

8. REC Councils and the private education collaboratives should make joint proposals to the State Board of Education for funding. These funds should be used as seed money for new programs. To begin, approximately 200,000 dollars (four cents for each resident in the Commonwealth) should be set aside.

While the Commission strongly endorses the present efforts of the Department of Education toward decentralization into regional centers, we must point out that certain characteristics common to successful centers in other states are lacking in Massachusetts. We do not believe that regional centers in our state can realize their full potential for services to local districts until:

local districts are granted a formal role in the governance of certain regional operations. As the state makes expectations clear to local districts, THOSE WITH THE RESPONSIBILITY FOR PURSUING STATE EXPECTATIONS SHOULD BE GIVEN A MAJOR ROLE IN DEFINING THE ASSISTANCE THEY NEED FROM REGIONAL CENTERS. State officials should avoid the error of unilaterally deciding upon services to be offered or of having some groups other than those responsible for results be the decision-makers. If the latter practice were initiated, it could all too easily stimulate a rejection of responsibility as school managers came to realize that they were being asked to achieve results but were not being given the authority to manage the resources needed for such achievement.

local districts are contributing to the cost of operating regional centers -- this is a way to promote the understanding that a center belongs to the region as well as to the state. Also, if regional centers are really going to increase service to local districts substantially, they are going to need local as well as state dollars.

the state provides funds beyond federal dollars to help initiate collaboratives -- the practice of reimbursing some expenses of successful collaboratives after they are operating is useful but not equalizing. Richer districts tend to be

rewarded for their ability to plan and start collaboratives, and nothing is done to help poorer districts where the most help is needed. Legislation has been proposed by the Board of Education to fund and otherwise encourage collaboration. One of the major functions of the current Regional Education Centers is to assist in establishing model collaborations. The Commission is convinced that the state should do all that it can to encourage the trend to collaboration for educational purposes. Advance funding for well-planned and obviously needed collaboratives could correct other situations, especially if a state unit existed to help districts with initial planning.

Regional centers are granted the right to receive and disburse funds as fiscal agents for local districts, not just as fiscal agents for the State Board of Education. The present practice of one school district having to assume the role of fiscal agent for other districts in a collaborative is a factor that discourages formation of collaboratives, especially among smaller districts with limited or no business staffs.

Collaboration, either public or private, should be multipurpose wherever possible as contrasted to single purpose in order to hold down administrative expenses and to help assure that the collaboratives have the wider basis necessary for continuing.

Our Commission has worked with regional centers to solicit suggestions from educators, legislators, students, and parents on their hopes for the development of regional services. The suggestions from 425 respondents have been tabulated by the Division of Research and Statistics in the Department and have been made available to the Commissioner of Education. We believe that the State Board of Education and the Commissioner are reviewing these suggestions, and are proceeding on decentralization of department services in a thorough and logical manner. This report is intended to add some suggestions to this planning process, not to substitute for it.

With respect to levying any assessment on local school districts, the Educational Service Unit should be required to poll all districts concerned and no assessment should be levied or service instituted unless a three-quarters majority of such districts indicates a desire to have such service.

RECOMMENDATION FIVE

THE BOARD OF EDUCATION SUPPORTED BY THE GENERAL COURT AND THE GOVERNOR SHOULD TAKE IMMEDICTE ACTION TO INCLUDE AN EDUCATIONAL SERVICE UNIT (ESU) IN EACH REGIONAL CENTER OF THE DEPARTMENT OF EDUCATION. EACH OF THESE UNITS SHOULD HAVE TWO BASIC TASKS: FIRST, SUPPORTING THE DEVELOPMENT OF VOLUNTARY COLLABORATIVES BOTH IN THE REGION AND ACROSS REGIONAL LINES AND, SECOND, ESTABLISHING SUCH MANDATORY REGIONAL SERVICE AS MIGHT BE APPROVED BY A REGIONAL ESU COUNCIL AND THE COMMISSIONER.

Our fifth recommendation carries the following stipulations:

1. Such a vote will be sought only after the Educational Service Council itself has given approval by a two-thirds majority. Only after these approvals were received might assessments be required from school districts. The ESUs will require the services of a full time director and a full-time secretary. In 1974 terms, the salary of the director should not be less than twenty-five thousand dollars a year. To the extent possible, this should be accomplished with current personnel and funds. This salary range, incidentally, is at least what the director of the RECs should receive. Whatever additional funds are needed should be provided in the fiscal 1976 budget for the Department to support the following at each regional center:

   The potential for ultimate savings both to local school districts and the state should be an adequate basis for making the modest necessary investment.

   This is a point where we must reemphasize the concept of equalization. Voluntary collaboratives are very attractive in terms of the home rule interests that most of us value. We hope that most regional collaboratives will be voluntary. However, a purely voluntary approach is inadequate for ensuring that all children have relatively equal educational opportunities. Since such equalization is our major interest and is the ultimate justification for collaboratives, we have carefully moved one step beyond the purely voluntary approach. While avoiding and suggestion that the state or regional center employees be able to mandate the existence of regional collaboratives, we believe that a strong majority of districts in a region should be able to mandate such collaboratives. To this degree, we place the interest of equalization for children ahead of pure volunteerism.

Each ESU is to:

Review the needs in school districts in the region and each of its subregions, giving special attention to the evaluation and assistance system described earlier.

Pursue fulfillment of those needs by:

providing service directly to all school districts in a region whenever such action is approved by a two-thirds vote of membership on the ESU governing board endorsed by three-quarters of all the districts in the region and is approved by the Commissioner of Education or his representative and can be funded with future assessments against all school districts in the region.

assisting in establishment of voluntary collaboratives among interested districts and other agencies when such collaboratives are not approved by a vote.

developing cooperative programs for the transportation and instruction of children with special education needs, similar to one developed for the Commission and available from MACE.

Finally, each ESU should give consideration to the possibility of establishing media service centers, information systems, and other regional programs thoroughly coordinated with statewide planning whenever so requested by the State Board of Education or whenever reports of the Massachusetts Advisory Council on Education, the Massachusetts Advisory Council on Vocational-Technical Education, the Secretary of Educational Affairs, or a special Legislative commission so recommend.

We recommend that an ESU governing council be established in each region in a manner to be defined by the State Board of Education in consultation with the Massachusetts Association of School Committees. The following is an example of a process for establishing a nineteen-member board in a region:

A. Each region could be divided into three sub-regions by the Board of Education, each sub-region including a minimum of eight and a maximum of twenty-six school districts depending on the regional center involved.

B. Each school committee could elect one representative to a sub-region board for a three-year term. That representative could be a member of the school committee or its superintendent or any other district citizen at the discretion of the school committee. The school committee could elect a replacement to fill the unexpired term of its representative, if he or she had to leave office during said term.

C. Each sub-region board could meet, organize through election of officers, and then elect five members to the governing board of the Educational Development Unit, this organization and election to take place in September of each year.

D. The Commissioner of Education could appoint four additional members to each ESU governing board, perhaps selecting his appointees from the Regional Advisory Councils that already exist in each regional education center.

E. Each sub-region board would be empowered to meet a maximum of once bimonthly beginning in September of each year to advise its representatives on the ESU governing board and to discuss other topics of mutual concern.

F. Each member EDU governing board would meet, organize through election of officers, and begin supervising operations of the EDU through the EDU director in October of each year and bimonthly thereafter.

G. We further recommend that, after the first three years of operation employment of any EDU director would be subject to joint approval of subsequent three-year contracts by the EDU governing board and the State board of Education.

H. After a regular schedule for the meetings of the EDU governing board is announced, school committees with representatives on that board would be obligated to avoid scheduling their school committee meetings on the same dates.

With respect to levying any assessment on local school districts the Educational Service Unit be required to poll all districts concerned and no assessment would be levied or service instituted unless a three-quarters majority of such districts indicate a desire to have such service.

Recommendation Six

A fully compatible relationship is expected between ESU and other local and state governmental segments. This is the key element in the functioning of ESUs. The ESUs should receive guidance and policy direction from the Commissioner periodically.

RECOMMENDATION SIX

THE STATE BOARD OF EDUCATION SHOULD DEFINE AND PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE ANY LEGISLATION NECESSARY TO IMPLEMENT THE OPERATION OF EDUCATIONAL SERVICE UNITS.

Such legislation should be passed early in the 1975 session of the General Court and should authorize ESUs to:

1. Receive and disburse funds above and beyond those authorized by state appropriation.

2. Assess all of the districts in its region for any mandated services beginning in fiscal year 1976 or 1977 (depending on the date of legislative enactment) to establish a revolving account for such salaries and operations as are not covered by state appropriation. This authority should obligate school districts to include funds in the appropriated budgets under the cooperative program (9000) category when assessments are mandated. It might, at the discretion of the State Board include an initial nominal assessment to all districts, for general support of the ESU, perhaps fifty cents a pupil.

Legislation should also give authority to voluntary collaboratives to receive and disburse funds and to assess costs to participating districts. Additionally authority should be given to ESUs and voluntary collaboratives to enter into contracts with other public and non-public agencies in and outside defined state regions. Collaboratives should be open to private schools, colleges, and non-school agencies.

Recommendation Seven

In response to a growing need for a more flexible mechanism for funding locally-initiated collaborative educational programs, the concept of an Educational Bank for the Promotion of Collaboratives (EDBANK) has been explored. The existing grant system used to fund education on all levels is often too generalized to respond to specific local agency needs, too impersonal to provide local incentive and commitment, and too tied up in red tape to be responsive to immediate needs.

The EDBANK as one supplementary alternative to the present system of educational finance, would have the advantage of providing a structure whereby both private capital and technical assistance would be made

available for the development and support of collaboratively-organized educational programs. Access to this capital would depend on the initiative and educational commitment of the districts or institutions themselves. EDBANK would provide a funding source for ideas and programs in the communities or institutions which have the firm support of those bodies. This opportunity would encourage active thinking and involvement in all facets of the educational process by local teachers, administrators, school boards, and taxpayers.

The EDBANK would be instituted by an act of the Massachusetts Legislature, and would be empowered to issue tax-free bonds, accept public and private monies, enter into lease-rental agreements, administer grants, and enter into other commitments consistent with the purpose of the bank. A predetermined percentage of the debt-free service fee on the loans would go into a reserve fund, thus creating, over a short period of time, a self-generating capital reserve for financing worthy educational projects, particularly those that emphasize collaboration among school districts or educational institutions.

RECOMMENDATION SEVEN

THE STATE BOARD OF EDUCATION SHALL CONSULT WITH

1. THE LEADERSHIP OF THE GENERAL COURT
2. THE SECRETARY OF EDUCATIONAL AFFAIRS
3. THE BOARD OF HIGHER EDUCATION
4. THE MASSACHUSETTS ADVISORY COUNCIL ON EDUCATION,

AND

5. THE INSTITUTE FOR EDUCATIONAL SERVICES TO DEFINE AND PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE LEGISLATION CREATING AN EDUCATIONAL BANK FOR PROMOTION OF COLLABORATIVES.

The concept of EDBANK was developed for the Commission. The recommendation is intended to lead to further exploration of the appropriate uses of an educational bank. After an initial state appropriation, this bank would exist by loaning start-up funds to well-planned collaboratives. This loan approach would be unique in the nation, a chance for a state to be paid back for helping to promote efficiency rather than to be giving "gifts" to local school districts. Participation of higher education representatives is critical to such planning since the existence of truly effective school-college collaboratives is not at all consistent across our state. A well-planned bank could help remedy this problem and set the stage for additional interboard planning essential to facing the enrollment and training problems of the future.

The Commission has in hand a draft of legislation prepared on this topic and available for MACE. However, it may need revision and refinement on the basis of actions taken on previous recommendations. The decision-making process on loans must be harmonized with whatever processes and boards are created for regional decision-making.

Recommendation Eight

Collaboration itself needs allies. The educational bank is one aspect of assistance to collaboration. The Commission, however, also sensed the need for a center to study and foster public and private collaboration. Further, it is important to harness the power of the talents of the state college system in the interests of collaboration.

RECOMMENDATION EIGHT

THE BOARD OF HIGHER EDUCATION, THE BOARD OF STATE COLLEGES, AND THE BOARD OF EDUCATION SHOULD JOIN IN ESTABLISHING A COMMONWEALTH SCHOOL AND COLLEGE CENTER AS PART OF OR LINKED TO AN EXISTING MASSACHUSETTS STATE COLLEGE.

An ongoing mechanism is needed to initiate, support and appraise collaboration. The possibilities of collaboration are virtually unlimited, as are the forms of collaboration.

In particular it is appropriate to consider collaboration as a way to assist in bringing about equality of educational opportunity. Thus, a number of our older cities which have not developed collaboratives to any extent might well use the assistance of the College Center to further educational equality.

The educational bank concept in RECOMMENDATION SEVEN is meant to link education and the banking and bonding world. This recommendation is intended to link the geographically well-placed state colleges with regional educational needs. Both of these new mechanisms are viewed by the Commission as creative elements within its dynamic plan.

Our public colleges could benefit from the association since:

research and development will have greater impact if it focuses on problems in the field,

the problem of "getting into the school" to do research may be approached,

variable test sites are provided for highly developed programs,

field sites offer constant user feedback for research and development.

The purpose of the center should be:

1. To assess the collaborative and regional movement in the light of state plans for equality, quality and efficiency in education.

2. To provide an ongoing flow of information and documentation regarding the utility of various collaborative alternatives which are relevant to educational institutions at the primary and secondary level.

3. To establish pilot models of college community collaboration with emphasis on the problems of the cities and surrounding communities.

4. To provide documentation regarding the utility of learning alternatives which might lend themselves to adoption throughout the state colleges and local school systems.

5. To support the concurrent development of both SDE Regional Education Centers and voluntary collaboratives through resource-sharing.

Obviously, these several purposes themselves will require the College Center to join forces with others in fostering public and private forms of collaboration. Above all, the State Department of Education and its regional centers, should be closely linked with this endeavor.

Recommendation Nine

The recommendations in this report, in particular those to advance area-wide programs and coordination, will need leadership from the state's chief school officer.

RECOMMENDATION NINE

THE SECRETARY OF EDUCATIONAL AFFAIRS, THE CHANCELLOR OF HIGHER EDUCATION, AND THE COMMISSIONER OF HIGHER EDUCATION SHOULD GIVE STRONG ATTENTION TO ENSURING THAT CERTAIN ACTIONS OF LEADERSHIP AND COORDINATION CONTINUE TO BE ADDRESSED AS REGIONAL APPROACHES ARE PURSUED.

Understanding and action must undergird the regional movement. Because regionalism is so timely, for instance, state officials are finding that regional and collaborative efforts are being explored by school districts and others. At this sensitive and critical time a wide range of efforts are required. These include:

1. gaining active support from legislative leaders, executive offices, citizen groups, municipal leaders, educational associations, and state boards for establishing regionalism as a high priority deserving nonpartisan support.

2. requesting superintendents, school committees, principals, teachers and other educational groups to restructure their regional groups around regional education centers and educational development units for maximum efficiency and communication potential.

3. convincing state, and if necessary, federal officials that regional boundaries should not be rigid lines across which collaboratives do not occur. Just as numbers for consolidation vary with function, collaborative boundaries must vary for different purposes.

4. clarifying role and authority relationships in regional educational centers and educational development units. There have been problems with division and regional center relationships in the past. The combination of decentralization and the introduction of regional governance could increase these problems unless the matter is addressed very carefully and very thoroughly.

5. developing a communication system among regional centers, ESUs, and voluntary collaboratives. Information on success and common problems must be shared and talent exchanged among regions if collaboratives are to realize their full potential.

6. building a staff training program, one that emphasizes management process and principles within a new organizational framework.

7. assuring a reward or motivation system for both individuals and agencies. Much more attention needs to be given to rewarding outstanding performance if individuals and organizations are to be properly motivated toward establishing useful collaboratives. In this regard, the Commission endorses the concept of House 50 as it was proposed to the 1974 session of the general court as a step in the right direction. This proposed legislation would allow grants to approved collaboratives up to $10,000 per member district. Now, of course, this legislation should be reviewed in terms of whatever action is taken on educational service units and on developing an educational bank.

4. Vocational Education and Collaborative Approaches

We turn next to the four recommendations (RECOMMENDATIONS TEN, ELEVEN, TWELVE and THIRTEEN) concerning vocational education. Public vocational education, so important to a diverse educational system, has an awesome challenge to undertake, especially since many today feel that career programs should be offered to all students and that exposure to these programs should begin in the elementary grades and continue into adulthood.

The Board of Education and the Commissioner have demonstrated their concern with the significance and value of vocational programs. The Board and the Commissioner have acted to raise career exploration and training to a high priority in the Commonwealth. Innovative projects like PROJECT CAREER (development of a data bank of occupation-focused learning objectives and related instructional data) and special products such as the Departmental handbook on COLLABORATIVE PROGRAMS FOR OCCUPATIONAL COMPETENCE provide our school districts with important resources.

There are serious problems in vocational education, however, including

regional vocational schools do not serve a significant percentage of the total number os students enroled in occupational education. Only 13,526 students or 9.7% of the approximately 140,000 grade 9-12 students enroled in occupational education programs in 1973-74 were attending regional focational schools. The overwhelming majority of students interested in occupational training are serviced by city and town school districts typically with limited vocational facilities and programs.

urban population centers, and the disadvantaged and minority groups clustered within these centers, do not receive their fair share of the vocational dollar. Furthermore, many of the programs available in urban centers focus upon domestic and clerical training or present programs and use equipment of little relevance in the 1970s.

while some students who are not enrolled in vocational schools have access to special part-time programs in occupational training, there is at least one group of students with very limited access to occupational training. That is, those students in school districts below 10,000 in enrolment, which are members of regional vocational districts. Many authorities agree that a minimum of 600 vocational students in grades eleven and twelve is necessary in order to operate an adequate program; with one out of three high school students in occupational programs in a thirteen-grade district, this translates to the need for a total district enrollment of 10,000. There are 106 districts whose students face this problem.

In short, we can conclude that our state programs in education may be achieving some good results but with too few students and at a cost that is probably too high to allow adequate expansion of service through the primary action of building many more regional vocational schools dedicated to the present grade 9-12 pattern.

Recommendation Ten

An alternative program which impressed the Commission members most is the previously discussed California Regional Occupational Program (ROP), which makes use of the community as a classroom. This is not a new idea. Various work-study and apprentice programs already operational in Massachusetts and elsewhere in the nation show success with this concept. However, use of the community is not really a major part of the Massachusetts delivery system for occupational education.

Closer to home, the Commission views the MAVA-Blue Hills occupational program, described earlier, as showing promise. MAVA-Blue Hills is developing programs in surrounding schools and by 1976 should have some sixty percent of its regional high schoolers in some kind of occupational program.

Given the needs of the state, isolated programs will not do the job. An ROP system carries the prospect of quick installation and can contribute to a state system badly in need of greater diversity.

RECOMMENDATION TEN

THE STATE BOARD OF EDUCATION SHOULD DEFINE AND PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE ANY LEGISLATION NEEDED TO FACILITATE THE ESTABLISHMENT OF ALTERNATIVE SYSTEMS FOR DELIVERY OF OCCUPATIONAL EDUCATION SERVICES INCLUDING VARIATIONS OF BOTH THE BLUE HILLS MODEL FROM MASSACHUSETTS AND THE REGIONAL OCCUPATIONAL PROGRAM MODEL FROM CALIFORNIA (ROP).

We suggest under this recommendation that special attention be given to ensuring that:

1. An ROP or any other service operating as a voluntary collaborative has the right to assess costs directly to participating districts as opposed to having one participating district designated as fiscal agent as now provided in Section 4E of Chapter 40 of the General Laws.

2. Establishment of an ROP is subject to Department approval on the basis of an analytic process outlined in RECOMMENDATION ELEVEN.

3. State recommendations allow the use of nonschool employees in ROP instruction programs supervised by certified educators.

4. An ROP or any other service operating as a voluntary collaborative has the right to enter into contracts receiving or giving services to private and other public agencies and individuals. This is critical in terms of private sector cooperation needed for ROP operation and in terms of realizing the potential for cooperation with established vocational schools and community colleges.

5. No legal barriers or regulations exist to prevent an ROP from contracting students from one high school into a service that can be provided in another high school.

6. ROPs and their participating high schools may provide transportation to students for travel to and from ROP learning activities. Success is likely to be based upon the appropriate location of ROPs.

Recommendation Eleven

As a consequence of RECOMMENDATION TEN, resources must be found to develop alternative occupational systems. The present systems are too limited in terms of the options provided. RECOMMENDATION ELEVEN is intended to assist in this regard.

RECOMMENDATION ELEVEN

THE STATE BOARD OF EDUCATION SHOULD CONTINUE TO USE STATE AND FEDERAL FUNDS AND NEGOTIATIONS WITH DISTRICTS REQUESTING THESE FUNDS TO PROMOTE EXPANSION OF ALTERNATIVE SYSTEMS FOR DELIVERY OF OCCUPATIONAL EDUCATION IN MASSACHUSETTS.

As the Board directs over one million dollars per year into occupational program development, attention to model building can be emphasized. The ideal action would be to have one ROP located in Western Massachusetts and another in Eastern Massachusetts for the convenience of viewing by citizens

and educators in each of these locations. Committed and aggressive leadership from the Division of Occupational Education could provide the ROP alternative with the visibility it deserves. The very act of establishing models could help to identify important elements to be addressed in legislation reflected in RECOMMENDATION NINE needed to move from the model stage to more extensive practice.

Such models should be established around the state to be viewed by all those with an interest in career education. The several models described in this report, including the ROPs developed elsewhere and the MAVA-Blue Hills model could serve to show what is possible on a regional basis.

Recommendation Twelve

The need for assisting students interested in occupational evaluation is great. At the same time, efforts are necessary to integrate vocational education and general education.

RECOMMENDATION TWELVE

THE STATE BOARD OF EDUCATION IN CONSULTATION WITH THE BOARD OF HIGHER EDUCATION AND THE BOARD OF REGIONAL COMMUNITY COLLEGES SHOULD ACT AT ONCE TO ESTABLISH AN OCCUPATIONAL EDUCATION TASK FORCE IN EACH REGIONAL EDUCATION CENTER. THE TASK FORCE IN EACH REGION SHOULD BE CHARGED WITH REPORTING ON THE AVAILABILITY OF OCCUPATIONAL SERVICE ACROSS THE REGION AND, WHERE APPRROPRIATE, WITH DEFINING RECOMMENDATIONS FOR INCREASING THE LEVEL AND/OR THE EFFICIENCY OF THAT SERVICE.

The work of such a task force should be coordinated with the evaluation-and-assistance system described under RECOMMENDATION ONE. The work should begin on the foundation of information already available from the Division of Occupational Education but should be expanded to include information from student and citizen advisory councils and professional associations in the region. The Springfield Regional Education Center during its period of work with the Commission has provided a model for communication among these groups in addressing the topic of guidance services. At the very least, such a task force should include the coordinator of the regional center; a staff member of the Division of Occupational Education, representatives of the advisory councils, school committee and professional associations already working with the regional education center; directors of one or two regional vocational schools; business leaders and

representatives of any community colleges in the area. The Commissioner and State Board could then work with other agencies to supply each task force with information from state and national sources and could act on all requests for approvals of proposals for new vocational schools, ROPs, etc., in light of analyses and recommendations from the regional task forces. This coordination process would give the Department of Education representatives more information for participating in program approval discussions at the higher education level.

The Commission addresses that post-secondary vocational-technical programs be the province of two-year community colleges. Such courses should, as necessary, be offered in regional vocational-technical schools but should not be financed at that level.

Recommendation Thirteen

A final recommendation concerning vocational education relates to developing exploratory programs at least in middle schools and in secondary schools.

RECOMMENDATION THIRTEEN

THE STATE BOARD OF EDUCATION AND THE COMMISSIONER SHOULD HAVE THE DIVISION OF OCCUPATIONAL EDUCATION CONTINUE ENCOURAGING MIDDLE SCHOOLS AND SECONDARY SCHOOLS THROUGH THE 10TH LEVEL TO INITIATE OR EXPAND MORE EFFECTIVE CAREER EXPLORATION AND PRE-VOCATIONAL PROGRAMS. IN ADDITION, THE DIVISION SHOULD BE DIRECTED TO GIVE EQUAL PRIORITY TO WORKING WITH VOCATIONAL SCHOOLS TO DEVELOP A STATEWIDE PLAN FOR

(1) EXPANDING THEIR CAPACITY TO SERVE STUDENTS ON LEVELS 11 AND 12 AND

(2) ESTABLISHING THEIR ROLE AS REGIONAL RESOURCE CENTERS FOR OCCUPATIONAL OR CAREER-ORIENTED PROGRAMS.

Secondary schools continue to need more state assistance in developing such programs as:

A. Community work experiences.

B. Use of community resource people, certified or not.

C. School-industry personnel exchange programs.

D. Occupational survey and decision-making activities for students.

E. Simulated work experiences, especially in business management and office operations.

F. Student exchange between schools with different vocational or prevocational opportunities.

Movement of more department personnel into regional offices places specialists closer to school districts and to business and industrial leaders interested in assisting school programs. Beginning with the 1974-75 school year, emphasis should be placed on developing the potential created by decentralization. The Business Management Task Force volunteers who have been working with the Bureau of School Business Management are coordinating with regional education centers, department administrators, and educational organization leaders to support this endeavor.

A plan for expansion of vocational school service to students in grades eleven and twelve might involve state-assisted but voluntary reduction of service to students on lower levels as academic or comprehensive schools develop a greater capacity for vocational service although the Commission does not recommend an arbitrary and complete focus on any grade level cut-off point. It might also involve greatly expanded admission and outreach programs for students not now served adequately by vocational schools. If institutions of higher education develop the needed outreach service area planning capacities recommended in the 1973 Advisory Council on Education report entitled Strengthening the Alternative Postsecondary Education System: Continuing and Part-Time Study in Massachusetts, outreach programs for vocational schools could be coordinated with these post-secondary capacities to provide a long-term spectrum of educational opportunity and assistance to citizens not interested in college degree programs.

Finally, programs of service to students not in vocational schools could be greatly improved if regional, county, and city vocational schools were structured to allow more use of the talents of their staff members in non-vocational school districts. For example, federal funds are now available for each of the fourteen operating vocational regional schools to employ a staff person to support local school districts in the planning of cross-articulated curriculum programs. This is a direction that should be expanded and implemented in all vocational schools to extend their influence and support beyond their own walls.

In making these recommendations, our Commission faced a major problem. The Department of Education in general and the Division of Occupational Education in particular do not have all of the resources needed to stimulate and adequately support the major actions necessary in individual communities and regions. If equality of opportunity is going to become a reality

in the area of career exploration and occupational competence, citizen legislative, executive and educational leaders must focus their efforts as they have done so admirably in the area of special education. Without such a focus, inequality of opportunity will remain a major characteristic of vocational education in Massachusetts. The Secretary of Educational Affairs can be especially helpful in this regard. By acting as a primary advocate for the directions described in this report, the Secretary can help to gain needed resources and legislation for the Department. In doing this, the process of reorganization and regionalization can be advanced for one major and highly visible purpose -- providing more effective and efficient educational service to all of the citizens of the Commonwealth.

5. Citizen Involvement; Minority and Urban Issues

Recommendation Fourteen

We began this report with a recognition that involvement generates commitment. Examples of inadequate participation are all too common in public education -- citizens opposing educational programs based on plans formulated without their involvement. We can also view the phenomenon of specific citizens or citizen groups approaching educational leaders in a way that creates problems and generates defensiveness. It is in the best interests of everyone to have strong forces working to alleviate both of these problems.

Four simple standards common to constructive group processes can be used in citizen-school interaction are advised by our Commission.

1. The roles and powers of participants in decision-making are clearly defined in advance of implementation of the decision-making process. Very few state agencies and school districts have roles adequately clarified before people focus on issues requiring major decisions. Then, when controversial issues do develop, conflict and confrontation become more common than participatory decision-making.

2. Adequate resources and information are made available to participants in the decision-making process. Local citizens and their school districts do not now have a convenient and rapid way of gaining information on educational research and current practice. While there are exceptions dependent upon periodic publications by the Department of Education and other agencies, many local and state groups spend their time gathering information already gathered by someone else.

3. The viewpoints and information are made available to participants in the decision-making process. Relevant participants are those who will be affected by a decision. For public schools, this certainly means that representives of many minority groups not commonly elected to school committees should be consulted by

those who are elected. This is a matter of ethical obligation which has been ignored in the past but which cannot be ignored in the future. Our educational system has fortunately succeeded in helping to prepare a public to be intolerant of inattention to this obligation.

4. Someone acts as a moderator and harmonizer to promote a focused and constructive decision-making process. Moderators and harmonizers are in short supply when one considers the plethora of issues and committees generated in modern society. In the absence of the moderators and the presence of increasingly critical fiscal and social problems, school systems all too often are becoming battlegrounds between sides of various issues rather than places where people from all persuasions come together to act together for their children.

To promote more extensive implementation of constructive standards for citizen participation, the Commission offers the following recommendation:

RECOMMENDATION FOURTEEN

THE STATE BOARD OF EDUCATION SHOULD ENSURE THAT THE BOSTON, WORCESTER, AND SPRINGFIELD REGIONAL EDUCATION CENTERS AND/OR ASSOCIATED CITIZEN RESOURCE CENTERS ARE READILY ACCESSIBLE TO URBAN RESIDENTS. THE BOARD SHOULD ALSO PROPOSE LEGISLATION THAT WOULD CREATE A STUDY COMMISSION TO DETERMINE THE VALUE AND FEASIBILITY OF RELOCATING CENTRAL OFFICES OF THE DEPARTMENT AND OTHER STATE EDUCATIONAL AGENCIES.

One of the first requirements for helping citizens to be more constructive and more successful in approaching school districts is to be readily accessible to said citizens. Inner city residents who often need the most help in gaining accessibility are not well served by present locations of the three regional educational centers listed. An in-city location with adequate parking and access to major highways would be nearly as convenient as present locations to nonurban districts and much more convenient to urban residents.

In relation to central offices of the Department, top Department leaders and nondecentralized services of the Department should be made more accessible to school district representatives and citizens from the entire state. An education center near the junction of Interstate Routes 90

and 495 might gain such accessibility. A study of this possibility should consider advantages, disadvantages, and cost effectiveness.

Recommendation Fifteen

While not a matter the Commission studied directly, the lack of a comprehensive information system for use in making planning decisions and for informing citizens about educational issues greatly concerned the Commission. The need for Massachusetts to develop an educational information system has been apparent for some years and is the topic of other reports.

RECOMMENDATION FIFTEEN

THE SECRETARY OF EDUCATIONAL AFFAIRS SHOULD REQUEST STATE BOARDS AND OFFICES OF EDUCATION ON ALL LEVELS TO JOIN HIM IN ESTABLISHING A PLANNING PROCESS AND SCHEDULE FOR DEVELOPING OF A STATEWIDE INFORMATION MANAGEMENT SYSTEM FOR EDUCATION. THE PLANNING SHOULD EMPHASIZE COORDINATED COLLECTION OF USEFUL INFORMATION AND MAKING IT AVAILABLE TO LEGISLATORS, MINORITY GROUPS, OTHER CITIZENS, AND LOCAL SCHOOLS AND COLLEGES RATHER THAN SIMPLY SERVING PLANNING NEEDS OF THE STATE BOARDS AND OFFICES.

Services of regional education centers to citizens and school-college collaboratives will be greatly strengthened by the development of such a coordinated information system. Taxpayers cannot afford the luxury of separate boards and offices followed by after-the-fact attention to possible savings and efficiencies that could be realized from cooperative planning and development.

Recommendation Sixteen

The Commission found reason to be deeply concerned about the treatment given minority groups. Many federally funded educational programs seem to pass by minority groups. Vocational education stands as one example. A recent controversial report on Boston found children of school age not in school and few officials greatly concerned. Often educational programs, especially at the federal level, that are launched for minorities are well publicized but only modestly funded.

Appointment of a minority person to a high level position in the Department of Education would at the very least create an awareness and checkpoint on minority needs when scarce state and federal resources are allocated.

If all of the problems of unequal opportunity that could be identified through the statewide evaluation system proposed earlier and all of the legitimate concerns of minority citizens are going to be addressed properly, at least one top administrator must be responsible for devoting all of his or her time and energy to this area. This person should be:

a. A member of a minority group.

b. Assisted by a minority concerns task force appointed by the Board of Education.

c. Supported by the director and staff of the Bureau of Equal Educational Opportunity.

d. Charged with developing plans for expanding Department action in the areas of:

providing assistance to citizens on questions of equal opportunity.

providing public information on racial imbalance, particularly in relation to Boston and Springfield.

reviewing all division programs for attention to minority and equalization concerns.

evaluating metropolitan planning projects.

promoting legislation on equalization and minority concerns.

encouraging appointment of minority representatives to state boards and committees.

The Commission advises that these measures be done in a coordinated manner to avoid the fragmenting impact of giving attention to equalization and minority concerns on a piecemeal basis, one project or statute at a time.

Acknowledging that several recommendations from the minority committee report are not included (the Commission has received about ten recommendations from a variety of sources for each one that it decided to endorse and present), the Commission endorses the several ensuing points made by that committee.

The Committee on Minority Concerns stipulated that any comprehensive plan for school district organization, collaboration and state assistance specify expected outcomes for minorities. From the minority perspective, strengthening school districts requires, at a minimum, the following objectives (quoted from the Committee report):

a. Redistribution of financial resources to lessen the discrepancies in education quality between school districts. Redefinition of what constitutes "resources," (e.g., new appropriations) especially in areas where the property tax is currently the primary source for financing schools.

b. Serious reform in the operation of the schools with more responsiveness to parent and citizen participation. In the urban school districts where there are large percentages of minority students, a profound increase in minority participation in the operation of the schools.

c. Maximization of class and racial desegregation of students; and desegregation of school personnel in school systems throughout the state.

d. Technical Assistance to Massachusetts Black Caucus -- Staff at the State Department should provide technical assistance to the Massachusetts Black Caucus regarding existing legislation and the feasibility and desirability of proposed legislation sponsored by the Caucus relative to improvement of school districts. For example, there is an immediate need for legislation which would require intergroup relations training as an administrator in Massachusetts public schools, kindergarten through twelfth grade.

e. Cooperation with Massachusetts Center for Political Studies -- The Massachusetts Center for Political Studies is a newly-established research and information center which will serve black elected officials throughout the Commonwealth.

The research on needed tax reform, school committee elections, school district organization and other education issues affecting minorities in the Commonwealth to be generated by the Center might also serve the state in its efforts to improve education for minority children. In turn, the state might provide data and information which can facilitate the Center's research and information dissemination goals.

RECOMMENDATION SIXTEEN

THE STATE BOARD OF EDUCATION SHOULD PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE THE APPOINTMENT OF A DEPUTY LEVEL ADMINISTRATOR FOR MINORITY CONCERNS AND EQUAL EDUCATIONAL OPPORTUNITY

Recommendation Seventeen

As obvious as the need for an information system to serve education and its clients, is the need to find ways of assisting school committee members in performing their difficult functions. We have quoted Dr. Paul Cook's governance study for MACE using it to demonstrate the difficulties of trying to be an effective school committee person in the 1970's:

Such a system should emphasize an increase in the content and regional availability of management information programs for both prospective and current school committee members and their superintendents. The information programs should remain under the control of School Committee Association leaders but should be supported by extensive efforts of the Department of Education, the Advisory Council on Education; the Massachusetts Association of School Superintendents, and perhaps one or more institutions of higher education. Most important, the evaluation-and-assistance system described earlier in this report should be utilized to encourage maximum participation in the program by both school committee members and superintendents. Managing school programs to achieve more equalization of educational opportunity will require directors who have been given the assistance and information needed to pursue that purpose.

We would hope that in the programs established for school committees time could be set aside to discuss the characteristics of good schools as we outlined this topic in Part II of this report.

RECOMMENDATION SEVENTEEN

THE STATE BOARD OF EDUCATION AND ITS COMMISSIONER SHOULD ACT IMMEDIATELY TO SUPPORT THE EFFORTS OF THE MASSACHUSETTS ASSOCIATION OF SCHOOL COMMITTEES IN DESIGNING AND IMPLEMENTING A GREATLY EXPANDED ASSISTANCE PROGRAM FOR SCHOOL COMMITTEE MEMBERS.

Recommendation Eighteen

The Commission's staff worked closely with three citizen centers that developed reports for use by the Commission. As we've indicated before, the materials are available in the MACE office. At a time of so great an interest in education on the part of many individuals and groups, it makes critical the development of effective machinery for citizen participation in education.

The value of such centers, especially in urban locations once regional centers have been relocated, is demonstrated by the public information services being provided to Boston citizens by the City-Wide Educational Coalition and in Worcester area by Central Massachusetts Citizens Involved in Education. This organization of citizens provides a focal point responsive to citizens without limitations imposed by bureaucratic or political perspectives. Citizen control of such centers is important. Therefore regional education centers should serve as cooperating hosts but not controlling agencies for citizens resource centers. On the basis of experience with existing centers, the Commission can offer detailed suggestions for the creation of additional citizen centers. In this summary report, we simply list the general suggestions that:

> Citizen centers should be established at the rate of one per year beginning with urban locations.
>
> The citizen centers should be operated by private, nonprofit organizations with an adjunct relationship to the Department of Education.
>
> At least half of an annual budget of $15,000 to $20,000 per citizen center should come from private sources; the remainder should be contributed by the Department along with space, office furniture, and supportive services.
>
> One or more existing centers can be used as consultants for coordinating the development of a statewide network of citizen centers. Approximately $2,500 would be needed to support activities for creating one citizen center.

Until citizen resource centers are established in each regional education center, regional center personnel should continue to utilize Department resources and Advisory Council on Education publications to provide citizens with as much nonpartisan assistance as can be arranged.

RECOMMENDATION EIGHTEEN

THE BOARD OF EDUCATION SHOULD SUPPORT THE ESTABLISHMENT OF A CITIZEN RESOURCE CENTER IN ASSOCIATION WITH EACH REGIONAL EDUCATION CENTER.

Recommendation Nineteen

The Commission's concern with urban matters was not matched with the time and resources to analyze the problems of our urban areas. Yet the Commission has considered all of its recommendations in the light of their impact on urban areas. Clearly, if these recommendations are implemented in the substance and spirit intended by the Commission, urban education will be considerably improved and educational equality will be realized in a number of significant ways.

RECOMMENDATION NINETEEN

THE BOARD OF EDUCATION SHOULD PROVIDE THE PUBLIC WITH A DETAILED ANALYSIS OF DECENTRALIZATION PLANS FOR THE BOSTON PUBLIC SCHOOLS IN OCTOBER OF 1974. THIS ANALYSIS SHOULD BE BASED ON A COMPARISON WITH THE 1970 REPORT ENTITLED ORGANIZING AN URBAN SCHOOL SYSTEM FOR DIVERSITY -- A STUDY OF THE BOSTON SCHOOL DEPARTMENT.

Research studies cited earlier suggest 50,000 students as a maximum limit for school district size. This is a problem that should be addressed as directly as the problems of inadequate size in smaller districts. It is very doubtful that meaningful citizen participation can be arranged until and unless Boston's school governance units are brought closer to the citizens they serve. This could be accomplished in one of several ways: creation of neighborhood boards as implemented in Louisville, Kentucky; adoption of one of the alternative governance plans to be considered by Boston voters in the near future; or adoption of a plan not yet proposed. The Commission believes that the citizens of Boston deserve the assistance of public analysis and recommendations from the Department before making their final choice in November of 1974 or thereafter. Department experience in analyzing school district organizational experiences across our state coupled with such outside consultant help as the department judges appropriate for this case would constitute a source of information that should not be neglected prior to any reorganization of the largest school district in the Commonweatlh.

Recommendation Twenty

For the last year the federally funded Metropolitan Planning Project has been working with the schools systems surrounding Boston. Although it has not always been without troubled moments, the project's activities and proposals merit careful attention. The project gave support funding to a number of different activities and produced an excellent data bank

for educational use. It is unfortunate that the Metropolitan Planning Project cannot continue on at an appropriate level of funding.

RECOMMENDATION TWENTY

THE BOARD OF EDUCATION SHOULD PROVIDE A STAFF UNIT IN THE BOSTON REGIONAL EDUCATION CENTER TO PLAN, ENCOURAGE, AND ADMINISTRATE IMPLEMENTATION OF AT LEAST TWO MODEL RECOMMENDATIONS FROM THE METROPOLITAN PLANNING PROJECT -- A PATHWAYS MODEL FOR SECONDARY SCHOOL STUDENTS AND A PAIRWAYS MODEL FOR ELEMENTARY STUDENTS. THE GENERAL COURT AND THE GOVERNOR SHOULD ACT TO PROVIDE FUNDS FOR IMPLEMENTATION OF BOTH THE STAFF UNIT AND THE SUBSEQUENT IMPLEMENTATION OF MODELS.

The staff unit could be an early implementation of the ESU concept or a temporary unit that would eventually be replaced by an ESU. In any event, its basic task would be to utilize the planning reults from the Metropolitan Planning Project to promote collaboration among the districts and citizens in the Metropolitan area.

In the Pathways model, secondary students from urban and suburban schools would meet together in carefully selected sites along a transportation path like the Green Line subway to share special learning and/or bilingual experiences. In the Pairways model, two suburban elementary schools and one urban elementary school would join to form a "neighborhood" within which learning experiences would be shared. These models provide a possibility for expanded cooperation between urban and suburban citizens in a way that would enrich the lives of all participating students. Results in the Boston area could be shared through regional education centers, citizen resource centers, and eventually a statewide information management system to serve as a stimulus to similar developments elsewhere. While we have not attempted to explain all the details of these models here, those details and associated recommendations are available in the final report of the Metropolitan Planning Project. It would be a tragedy and disservice to the citizens of Massachusetts if the potential defined by this project were neglected.

6. Reforming Educational Finance

Recommendations Twenty-One and Twenty-Two

Concurrent with the work of the Commission on School District Organization and Collaboration, the Massachusetts Advisory Council on

Education has been sponsoring a review of the state program for financial aid to schools. Study director John E. Heffley has provided the Commission with an interim report on this review, a report based upon extensive study of national and state realities and initial questionnaire returns from 141 respondents (municipal officials, school superintendents, and members of the state legislature). This interim report reinforces our belief in two final recommendations.

RECOMMENDATION TWENTY-ONE

ALL FUTURE ATTEMPTS AT SCHOOL AID REFORM SHOULD BE PURSUED WITHIN THE FRAMEWORK OF ORGANIZATIONAL REFORM FOR EQUALIZATION OF EDUCATIONAL OPPORTUNITY.

RECOMMENDATION TWENTY-TWO

ALL FUTURE ATTEMPTS AT SCHOOL AID REFORM SHOULD BE PURSUED IN RELATION TO THE TOTAL MUNICIPAL - STATE FINANCING PICTURE, NOT AS AN ACTION FOCUSED SOLELY ON EDUCATIONAL SERVICE INTERESTS.

Our twenty-two recommendations center on leadership from the Board of Education. Leadership is the major thrust of this report and not large sums of money. Since the recommendations were arrived at with representatives of the Board as members of our Commission and since there were many discussions of our draft papers and reports with diverse groups, it is our hope that action on these recommendations will be swift and of consequence.

The special kind of leadership required is one that will unite people in focusing on the challenges reflected in our recommendations. The Board is a natural agent for such an undertaking. We on the Commission will support the Board in mustering the forces that can cause change and advance our common aims.

The Board would not begin at a standstill and the Board would not be alone. Much is now in motion that shows relationship between these recommendations and Board action. The Commission found many allies ready to assist the Board and various localities, in working toward the substance of our report.

The funding requirements of these twenty-two recommendations were considerably less than one million dollars annually: about fifteen cents a person. Most of the recommendations will require little more than a shifting of currently available resources. (See Appendix O for cost analysis.)

Will we provide the leadership, make those partnerships, find the funds, and act on the challenge -- and the promise -- of this report? The challenge is to you.

APPENDIX A

September 28, 1971

A COMMISSION TO ESTABLISH A COMPREHENSIVE PLAN FOR SCHOOL DISTRICT ORGANIZATION AND COLLABORATION

The Charge to the Commission

I. Status and Objectives

Evidence, from a variety of sources, indicates that educational opportunities for youngsters in our state are grossly unequal and that organizations of school districts has reinforced that inequality. Other states have moved far more dramatically and effectively on school district consolidation and collaboration. In 1968 the State Board of Education published a policy statement, Quality Education through School District Organization recognizing the problem and directed to the issue of a minimum size school district. The problems created by school districting have been cited in a number of Advisory Council studies including the Report of the Buiness Task Force for School Management. A more recent study by the Council, Organizing for a Child's Learning Experience, related directly to school districting and recommended among other things that a Commission be established to develop a specific comprehensive plan of school district consoidation and collaboration.

In March 1971 a special committee was formed to consider the districting report which led, after approval by the Council and the State Board of Education, to the development of this charge.

The Commission must realize that we still do not know what system or combination of systems is right for Massachusetts, or even whether any improvement in the present system is possible. The people of the Commonwealth are entitled to an answer to this question. Moreover, their sense of the financial burden of education is causing them to insist that it be answered. They have every right to expect the best value for the large expenditures that are being made.

School district consolidation has indeed proceeded apace elsewhere. From over 127,000 school districts in the United States in 1932 the number was reduced to approximately 20,000 in 1969. Massachusetts, with 382 basic administrative units for a total population of 5.4 million, is far behind the national trend toward school district consolidation. Of states with roughly comparable population sizes, Florida, for 6.1 million residents, has 67 basic administration units, North Carolina with 5.1 million has 160 units. Virginia with 4.6 million has 132 units. Thirty-one of the 50 states have acted to cut down the administrative units in which schools are organized. Not all problems have been solved in these 31 states by consolidation: indeed, some new problems have been raised by consolidation. Thus, the Commission must seek answers suited to Massachusetts.

In spite of inadequate statutory power and slender appropriations, Massachusetts has made progress in unifying small, sparsely-settled school districts. Yet in 1970 the state still had over 100 school districts, of various organizational patterns, with fewer than 600 pupils.

A second national trend, toward school district collaboration, is less easy to tabulate and define. Today, virtually every state has collaborative programs of one kind or another among its school districts. Fostered largely by federal funds, Massachusetts has developed several education collaboratives and is encouraging others. This work, however, which has only begun, follows no systematic plan in Massachusetts and has the uncertain future of other federally funded programs.

Until now the state has not viewed both consolidation and collaboration as aspects of school district reorganization. The separation of consolidation from collaboration has reduced the options offered communities.

Once the Commission becomes knowledgeable about acceptance options and the available resources it should, in a systematic and organized way, begin listening to the concerns and aspirations of citizens. Local participation and a large measure of local control are traditional to Massachusetts education. This is demonstrated by our citizens, who continue to question both the validity and relevance of education decisions from which they feel excluded.

Massachusetts has been relatively slow to change. But it now has an opportunity to consider the effectiveness of organizational structures in use elsewhere. These cover a wide range -- including mandating enlarged districts, intermediate school service organizations, cooperative ventures between school districts to provide special services, contracting with private firms and massive use of volunteer services from within the community. Consideration should be given to savings available in pooled purchasing arrangements, coordination of transportation, improved forecasting and planning and more timely and efficient building construction and maintenance. Through savings in these areas, part of the cost for improved educational programs will be provided.

Fully comprehensive school systems, financially able to provide needed education to all students, should be a major consideration of the Commission, as well as questions concerning what constitutes viable independent local control. Since communities in the Commonwealth run from sparsely populated rural areas to densely populated cities, from suburban prosperity to urban ghetto, uniform patterns and standardized approaches are not likely to produce the best results for all students.

Local task forces should be established to consider local problems and area meetings should deal with both area problems and possibilities. The views of these sometimes diverse groups must be considered in light of what is best for the Commonwealth as a whole. Care must be taken to insure that proposed changes do not isolate communities from their neighbors, leaving them unable to secure the benefits of improved organization.

Collaborative activities of so many persons and groups requires much in the way of prepared organization, discussions and conferences at all levels, and large expenditures of money and manpower. Two years of intensive effort will be none too many. In particular, thorough commitment will be required from the individual members of the state's Educational Boards, the Department of Education and leaders in both the Legislature and local government.

Exhortations, even mandates from educational officials, however well informed or intentioned, will be of no effect unless the necessary climate of public opinion is created. Significant changes in the organization of our education system will only take place if decisions can be taken which communities and individual citizens sense to be their own. There are no easy solutions and no short cuts.

Readers of this charge should realize that this study will not be free of the limitations of time, funding and the state of the knowledge. Not every community can be visited and no simple formulae will be able to make the work of the commission simple and easy. The Commission must proceed, however, persuaded that above all the focus of this enterprise is the student and the educational system that enrolls him.

The general nature of the Commission's task is reform. Inasmuch as possible, the Commission should propose and seek action upon its own reform measures during the life of study.

II. The Charge

The Commission is specifically charged:

1. To prepare and recommend a comprehensive plan for school district organization, collaboration, cooperation and state assistance. The plan should help to assure the availability, to all children and youth, in accordance with their individual capacities and needs, educational programs, services and facilities specified by the Board of Education and in accordance with standards of equitable, efficient and economic quality education.

Full consideration should be given in the plan to school district collaboration which delivers or makes available in and among school districts adequate specialized programs, more efficient and effective services and, upon need, performs or arranges for joint activities intended to improve educational quality and diversity. Present collaboratives should be encouraged and their experiences utilized in encouraging the development of other collaboratives throughout the state.

2. To review the present status of school district organization and delivery of educational services in the Commonwealth with particular attention to the legislative authority of the Board of Education to achieve improvement in school district organization. Furthermore to review impending legislation regarding the function of the counties, particularly as it might relate to the organization of education.

3. To assure that the process of developing the plan includes extensive participation of citizens from the communities of all sizes and locations in the Commonwealth in such a manner as to present to them a variety of alternatives to achieve satisfactory and economical educational programs and to elicit from them their preferences and ideas for possible new approaches to school districting.

4. To recommend the necessary processes and resources for assuring the implementation of the provisions of the plan. These processes should involve all relevant local and state agencies and the preparation of legislation which will foster voluntary arrangements for a set period of years and ultimately require that all school systems should be of sufficient size and appropriate relationships to assure the aims of the plan. In particular, the legislation should give to the Board of Education the resources and machinery it requires to assist the school systems in their efforts at school district consolidation and collaboration and to furnish them the services which will assure eventual implementation of the plan for all children. Such a legislative program should place strong emphasis on financial and other incentives and services which will assure the fullest voluntary adoption of the plan.

5. To give careful consideration to ways and means of bringing urban and suburban children and youth together for common education experiences.

6. To give careful consideration in its plans and deliberations to the following definition of the Learner - Serving School District Organization for Massachusetts:

> Those arrangements made that help bring about equality of educational opportunity and quality education, as stated by the State Board of Education, by grouping programs and services to allow the learner access to adequate, diverse educational programs and foster the development of sensible comprehensive managerial systems.
>
> Such arrangements include but are not limited to school district consolidation and school district collaboration based upon cohesive kindergarten through twelfth grade programs with the following general characteristics:
>
> A. Comprehensive educational programs in such areas as vocational education, special education and guidance.
>
> B. Twelve-month and "after hours" school program offerings at all levels as necessary.
>
> C. Community involvement in school matters.
>
> D. School house construction and learning center development consistent with effective patterns of school districting arrangements.
>
> E. Adequate in-service programs for teachers and staff.
>
> F. The regional development of educational resources to be used by students, teachers and other community members.

7. To encourage during the course of its work and as the Commission deems appropriate, activities designed to develop school district consolidation and collaboration.

8. To make progress reports as requested by the Governor, the Advisory Council and the Board of Education.

9. To seek wide support for its objectives and activities and seek additional resources from any appropriate source.

10. To prepare at the end of its deliberations for wide distribution a final report including its analyses, plans and recommendations and such summaries and other materials as is appropriate.

11. The Commission is furthermore charged to recommend to the Advisory Council a study director and staff and a contracting agency. (The staff of the Advisory Council will assist it in these efforts.) The Commission and its staff shall prepare and submit to the Council a detailed plan for its investigations and a budget to support them. While it is the legal responsibility of the Council to approve the director and the substance of the contract, it will do this in full collaboration with the Board of Education.

One final point. Upon completion of the responsibilities given, it is hoped that the members of the Commission will continue their individual and collective commitment to realize their recommendations. To this end, should the Governor and the Board of Education so request, the Commission should continue to serve in an advisory capacity to the Board, similar to that of the Advisory Commission on Occupational Education, until such time as the Board should dissolve it.

APPENDIX B

September 10, 1973

Governor's Commission on School District Organization and Collaboration

GUIDELINES FOR STUDY-SITE PROPOSALS

1. Grants will be awarded ordinarily to capitalize on work already accomplished or underway with other funding. Commission funds are not adequate to support initial development projects.

2. Demonstrated success, or at least a high potential for demonstrating successful practice, will be a critical factor in selecting sites.

3. Relevancy to Commission concerns on district organization and collaboration is necessary.

4. Specific products (recommendations, models, etc.) must be proposed, products capable of adaptation and duplication across the state in a relatively open-ended manner.

5. Selected study sites must accept responsibility for:

    a. Remaining in contact with the entire Commission project through monthly or bimonthly meetings, at which progress reports will be made from each site.

    b. Production of a final report on or before April 1, 1974, at the latest.

6. Citizen and/or client involvement will be considered a high positive factor in awarding grants.

7. Proposals should be very oriented on reality, defining the proposer's accomplishments and judgment of feasible outcomes in the most frank manner.

8. Proposals should indicate how grant funds will be used.

9. Funds may be expended only after activities are approved by the Ad Hoc Coordinating Center.

10. Other:

APPENDIX C

STUDY SITES

	AGENCY AND ADDRESS	DESCRIPTION OF ACTIVITY
1.	Bureau of School District Reorganization and Collaboration Dr. Peter Murphy Mr. Edward Wilcox	STATEWIDE PLAN FOR FORMATION OF REGIONAL SCHOOL DISTRICTS IN MASSACHUSETTS
2.	Merrimack Educational Center Dr. Richard Lavin	MODELS FOR EDUCATIONAL COOPERATIVES INCLUDING SCHOOL-COLLEGE COLLABORATION FOR STAFF TRAINING
3.	Central Massachusetts Citizens Involved in Education Dr. Richard Boardman	A CITIZEN RESOURCE CENTER
4.	Springfield Regional Educational Center Mr. Edward Sheldon Mr. Peter Demers	ROLE OF THE REGIONAL CENTER IN PROMOTING COOPERATIVE EFFORTS
5.	The Education Cooperative Mr. Walter Patterson Mr. George Pauff Mr. Gerald Mazor	COST-EFFECTIVE TRANSPORTATION OF SPECIAL STUDENTS THROUGH COLLABORATION AMONG DISTRICTS.
6.	Educational Renewal, Inc. City Wide Educational Coalition Ms. Mary Ellen Smith	A MODEL FOR CITIZEN INVOLVEMENT IN URBAN EDUCATION
7.	Massachusetts Advisory Council on Vocational-Technical Education Dr. Raymond Parrott	ALTERNATIVES FOR VOCATIONAL-TECHNICAL EDUCATION
8.	Circle, Inc. Ms. Jewel Bell	MINORITY GROUP CONCERNS
9.	Institute for Educational Services Mr. Paul Ross Dr. John Evans	AN EDUCATIONAL BANK FOR MASSACHUSETTS

APPENDIX D

CHRONOLOGY OF THE GOVERNOR'S COMMISSION TO ESTABLISH A COMPREHENSIVE PLAN ON SCHOOL DISTRICT ORGANIZATION AND COLLABORATION

The history and chronology of the Governor's Commission is long and involved. Its origins trace back to 1965 with the publication of the "Willis-Harrington" report.

The Willis-Harrington Commission was an outgrowth of the State's concern about school district organization and educational quality as evidenced by the legislative changes in education law in 1949. The Willis-Harrington report was the result of a comprehensive study of the problems in inequalities in education in Massachusetts at that time. One of its strongest recommendations was for reorganization of schools into larger districts and the establishment of a subcommission to implement this.

By 1968 evidence, from a variety of sources, indicated that educational opportunities for youngsters in our state were still grossly unequal and that organization of school districts had reinforced that inequality. Other states had moved far more dramatically and effectively on school district consolidation and collaboration. In 1968 the State Board of Education published a policy statement, Quality Education Through School District Organization, recognizing the problem and directed to the issue of a minimum size school district.

In the spring of 1967 the Massachusetts Advisory Council on Education, established as a result of the Willis-Harrington Commission, entered an agreement with Boston College to study School District Organization in Massachusetts. This study, completed in January, 1971, and entitled "Organizing For a Child's Learning Experience: A Report on a Study of School District Organization in Massachusetts," was directed by Dr. Donald T. Donley and Vincent Nuccio. The study followed the thrust of the Willis-Harrington Report of 1965 and stressed the need for continuous coordination and planning in the area. The general purpose of the study was to examine the present patterns of organizational structure in public education in the Commonwealth, to assess these patterns on the basis of appropriate characteristics and to compare their effectiveness in achieving higher quality, equality of opportunity, and economic efficiency in education. The study was not intended to result in a master plan but to supply prerequisite information, and to indicate procedures by which the Commonwealth could develop a long-range master plan, and advance to optimal district organization for its schools. The procedures for the study were designed to collect pertinent information, analyze it in terms of problems and needs of Massachusetts school district organization, and on the basis of this analysis, develop a set of conclusions and recommendations for effecting desirable change.

One of the major conclusions of the Donley study was that there was then no master plan for school district organization currently effective in the Commonwealth, but that there was widespread interest and support throughout the state for developing a master plan. The primary recommendation made by Donley in order to develop such a master plan was the creation by the State Legislature of a Commission on School District Organization.

APPENDIX E

COMMISSION CHRONOLOGY

1965 - Publication of Willis-Harrington Report

1968 - Publication of State Board Policy Statement, "Quality Education Through School District Organization"

BACKGROUND-Spring, 1969 - Contract signed with Boston College for School District Organization Study

January, 1971 - Publication of Donley-Nuccio Study: Organizing For A Child's Learning Experience

March, 1971 - Formation of Special Committee to study Donley Report

November 10, 1971 - Establishment of Governor's Commission

November 10, 1971-
April, 1972 - Commission task organization and consideration of potential study directors

May 10, 1972 - Contract signed with Schaffer and Associates

June, 1973 - Decision to accept Schaffer document and to seek new ways to proceed with the Commission's work

July-September, 1973 - Solicitation of Study Site Proposals

October, 1973 - Selection and funding of 10 sites and establishment of the Ad Hoc Coordinating Center

December 4, 1973 - MACE/NESDEC/Commission Conference on Reorganization and Governance in State Education

March 18, 1974 - Distribution of REC Questionnaire

April 1, 1974 - Site reports received

April 11, 1974 - School District Reorganization and Collaboration Conference sponsored by NESDEC/MACE/Commission, Sheraton Boston

May-June, 1974 - Final Information Gathering, Recommendation Formation, and Report Writing

Ad Hoc Center Activities - Fall 1973--June, 1974

October 17, 1973 - Study Site Coordinating Meeting

November 14, 1973 - Study Site Coordinating Meeting

November 28, 1973 - MEC Conference on New Partnerships in Teacher Education

- Staff meeting with Regional Center directors

December 5, 1973 - Staff meeting with Joe Barresi, Boston Municipal Research Bureau

December 12, 1973 - Study Site Coordinating Meeting

December 19, 1973 - Staff meeting with Bureau of EEO staff

- Staff meeting with Steve Rothstein, President of State Student Advisory Council

December 20, 1973 - Staff meeting with John Coakley, Educational Planning Center, Boston Public Schools

January 30, 1974 - IES Conference: Information Retrieval

February 1, 1974 - Study Site Coordinating Meeting on Citizen Involvement

February 4, 1974 - BOCES trip, Yorktown Heights, New York

February 5, 1974 - Central Susquehanna Intermediate School District Trip, Lewisburg, Pennsylvania

February 6, 1974 - Staff meeting with Tom Rivard, Chelmsford Superintendent

February 7, 1974 - Staff meeting with Peter Horoshak, Administrative Assistant of Boston Schools Superintendent

February 12, 1974 - Staff meeting with Bob Schwartz, Mayor's Education Assistant, City of Boston

- Meeting with Citizens on MACE/Commission role in Boston school governance issue

March 11-13, 1974 - Harrisburg, Pennsylvania, Conference of Intermediate Service Unit

March 14, 1974 - Staff meeting with Metropolitan Planning Project

March 22, 1974 - Staff meeting with Metropolitan Planning Project

June, 1974 - Recommendation, Consolidation, and Report Writing

October, 1974 - Final report published

APPENDIX F

SUMMARY OF COMMISSION MEETINGS

1971 #1 November 18

Officers and standing committees were chosen.
Characteristics of the study director were discussed.
Previous materials available for Commission use were reviewed.

#2 December 16

Various presentations on school districting were made.
Emphasis placed on grassroots efforts, central state mechanisms, collaboration, and study involvement.
Selection of a study director was again discussed.

1972 #3 January 20

The chairman reported on his meeting with the Youth Advisory Council.
Possible divisions of labor were discussed as well as plans for a proposed conference on collaboration.
A name and organization bank for Commission contacts was established.
Five superintendents shared their views on the school districting issues.

#4 February 24

Two formal proposal presentations were given; followed by a presentation on the history of school districts in Massachusetts. Possible participation in the Lincoln/Filene conference in May was mentioned, together with involvement in a coordinating meeting of the ongoing governance study.

#5 March 16

Commission members were assigned to read individual proposals.
Concern over metropolitan matters was discussed.
Several proposal presentations were given.

#6 March 29

Two formal proposal presentations were given.

#8 April 18

The Commission met with Dr. Schaffer and Mr. Neiman to discuss their proposal and future relationship to the Commission. It was agreed that a contract would be drawn up. This was followed up by a discussion of the Commission's charge.

#9 May 11

Dr. Cronin made a presentation regarding the need for models for action and a comprehensive political approach.
He also mentioned House #1888 establishing a Commission on school finance, and the necessity of emphasizing equalizing educational opportunity.

A discussion of what Schaffer's contract should include and a list of key persons to be interviewed was reviewed.

June, July, August -- no meetings.

#10 September 28

Over-all progress reports were given.
Working sessions on the framework and strategy for the Commission, as well as the work program for the next few months then took place.
Financing and metropolitan issues were again given emphasis.
Schaffer reported he has contacted over 40 people.
The Commission's working paper was shared with the Department to mesh with goal setting and planning within the Department.
Small group working sessions met on over-all Commission strategy, stressing better ways to organize the delivery of educational services, the benefits of improved organization, the need to spell out the main tasks more clearly, and the need for grassroots input.

October, November and December -- no meetings.

1973 #11 January 11

The Commission reviewed its work on progress and outlined its work for the coming months. It recognized three major challenges for the next six months.

1) To create an approach to organization and to the Commission's work which could satisfy the views and needs of a variety of people.
2) To establish channels of communication with key people in the educational establishment and outside who would be influential in setting directions for the organization of education in the future.
3) To organize and launch the work for the Commission -- to create a plan and generate involvement.

The working paper has been shared with a large number of people and the feedback received so far indicates that the general directions appear sound.
Contacts have been established with key state officials in order to promote an ongoing interchange.
Task groups in such areas have begun.
A brief report of the legislative aspects of the Commission's work was given.

The three major directions are:
1) January-June, 1973 -- Carrying out the study and development of the plan's first draft.
2) Develop approaches for review of a comprehensive plan in 1973 and 1974.
3) Identify action opportunities through regional readiness assessments.

Main Gaps
1) Contacts with students.
2) Develop some ideas toward Master Plan.
3) Keeping up communication within the Commission.
4) Involve the Department in the Commission's work.
5) Need some information on the national picture.

During the next two months the Commission will be working in small groups to develop working papers.

February and March -- no meetings.

#12 April 12

A second draft of the report is now available to be distributed and discussed.

The Commission raised several questions on the report, specifically, the need to avoid duplication and to involve more people.

#13 May 31

Commissioner Anrig gave his response to the Commission document and responded to Commission questions.

The Commission discussed the merits and shortcomings of the Work-Plan Document and the feasibility of a statewide assessment procedure.

#14 July 2

As a result of a questionnaire to Commission members a series of recommendations and a pamphlet, "Action Report on School District Organization and Collaboration," was prepared.

The Commission voted to accept the Schaffer report as the study director's report and not the Commission report. Dr. Schaffer's phase of work was considered to be completed. All working papers developed for this study would be forwarded to the Mass. Advisory Council on Education. A search committee was appointed to review potential firms to finish the study.

The Commission accepted the premise that improved school district organization and collaboration are best promoted through an approach which would include a definitive analysis of the dynamics resulting from existing or potential geographical structure, political control and other means by which educational services shall be made available in a more adequate fulfillment of individual needs, not through a definitive geographically oriented plan that is mandated.

#15 July 25 Executive Committee

The meeting centered on how to proceed with remaining $95,000 of Commission funds. Dr. Cronin indicated his interest in having the Commission pursue specific areas.

Several individual Commission members suggested ways to proceed.

The Commission noted that the Executive Committee and the Urban Committee will consult with Drs. Anrig and Cronin in the preparation of a position paper to present to the Commission.

The contention of the Urban Committee was that in order for the minority members of the Commission to accept the concept of the Commission as an implementing body, some of their recommendations must be accepted. The Commission must focus some of its time and money toward further defining the educational needs of the minority community and establish standards and goals based on these needs.

#16 August 2 Executive Committee

The meeting centered on further refinement of where the Commission should go from here. A presentation was made by Drs. Hammond and Lavin on suggested sites.

The Commission decided that management of the final study phase of project was to fall on the MACE staff.

#17 August 23

It was reported that MACE had agreed to accept the recommendations of the Commission concerning the Schaffer Contract (MACE was the original source of funding and has the ultimate responsibility for funding arrangements. The Council appropriated money for the Commission and is the contracting agency.)

Financial report would be provided to Commission by Schaffer and MACE. Dr. Lavin will supply financial statement on his proposals. A management program would be established which would enable the Commission to approve of and monitor future expenditures. Schaffer would continue in a contractual role under the direction of the Commission and MACE.

Minority Report - The main issue was how minority urban populations can establish links with fiscal and policy making authorities on an official and continuing basis. An Associated Committee for Minority Affairs within Department would accomplish this.

The Lavin-Hammond plan (Plan for Action Phases of Commission Study) was discussed.

Dr. Fitzgerald distributed his "Proposed Appendix D - Discussion Outline of a Management Plan" and "Possible Action Areas" which attempts to make use of suggestions of Commission members, Schaffer and Associates, and other individuals and organizations.

A discussion of appropriate agencies to receive mini-grants resulted in agreement that public sectors ordinarily be used because of their larger reach and access to facilities. Every Commission member should be actively affiliated with the Ad Hoc Center or a site.

The Commission voted to accept the general study plan proposed by Lavin and Hammond as a possible guideline for the coming year.

MACE was designated as the Ad Hoc Center.

#18 September 6 Executive Committee

The meeting began with a review of where requests for site proposals had been sent. The possibility of minority sites was mentioned.

Dr. Boardman discussed a proposal for a Citizens Resource Center in Worcester.
Criteria for mini-grants were developed, including piggy-backing on other activities, desire to fund a product and not operations, product well-defined but not narrow, first statement frank and direct with futures noted. Final reports will be due April 1.

#19 September 17

Dr. Lavin presented 10 guidelines for judging a proposal which were accepted by the Commission.
A Proposed Table of Contents was presented. The Commission agreed that all site documents would be incorporated into the final report. The report would contain history of the Commission, a selective description of data, problems and semi-solutions, successful practice and solutions. It will draw upon the Donley and Schaffer studies.
A description and discussion of proposals received so far were given.
Proposal revisions would be done within Ad Hoc Center.
The Commission accepted the proposal of the School Bld. Asst. Bureau, MEC, TEC, and the Central Mass. Citizens.

#20 October 3 Executive Committee

It was agreed that Commission members affiliated with a particular site would not vote on any decision regarding that site.
The Committee reviewed and accepted the City-Wide Proposal and the Voc-Tech proposal.
The general budget plan was accepted as submitted.
Information on SDE thinking on school district reorganization legislation for 1975 was shared. There are two major Department thrusts -- adjusting the state aid formula and rewarding collaboration between districts that leads to cost savings.

#21 November 7 Executive Committee

Progress reports on sites were given.
A discussion of conflict-of-interest issue again addressed.
Mention of upcoming relevant conferences was made.
A Commission newsletter will be made available shortly.

#22 November 12

A list of study sites was distributed.
A presentation on legislation re school district reorganization was given.
Site #1 Progress Report was given.
The Minority Group Report has been funded.
Ad Hoc Center Progress Report was given -- meetings and site visits are occurring.
Plans for newsletter were reviewed.
Assignments of Commission members to individual sites were made.

#23 December 12 Executive Committee

The Committee discussed Dr. Jackson's chapter outline for final report.
A BOCES visit is planned by Site #1 and some Committee members.
A draft of a newsletter was distributed and discussed.
A distribution and discussion of an outline for short report took place.
Site Progress Reports were given by Ed Wilcox and Dick Lavin.
Agreement on collaboration conference in the Spring NESDEC/MACE was reached.

1974 #24 January 14

A distribution of published newsletter took place.
The proposed questionnaire on national centers and school district reorganization was discussed.
The Ad Hoc Center Progress Report was given on Chapter 1 and Task Information Organizing.
Ray Budde gave a report on his Evidence Chapter -- he has been to Wareham, Lexington, and Hadley and will go to Boston.
Ralph Atkinson gave a presentation on common state planning regions.
Site Reports were given by Springfield, Southeast, TEA, MEC, IES and CM/CIE.
The Commission reviewed Ed Wilcox's report.

#25 January 25 Special Meeting

The discussion group present decided:

1. To support the Department legislation on K-12 regionalization incentives.

2. To avoid suggesting that K-12 regionalism (consolidation) be mandated.

3. To develop guidelines but not mandates or incentives on school district size.

4. TO DEVELOP A LIST OF SERVICES THAT SCHOOL DISTRICTS WOULD BE REQUIRED TO PROVIDE TO STUDENTS IN MASSACHUSETTS. This list would relate to goals defined by the Board of Education, an orientation on student performance, and side factors like economy and curriculum articulation.

5. To avoid the issue of being for or against a BOCES-type-arrangement as a premature issue.

6. To direct study site #1 (Mr. Wilcox) to begin design of alternatives on the basis of #4 above, the reality of Department regional centers, and the need for specific regional areas within which BOCES-like and other types of arrangements could be evolved as needed.

7. To implement a late March or early April conference on collaboration with presenters from across the country.

#26 February 13 Executive Committee

Site reports were given by City Wide, Minority Group, CM/CIE, Voc-Tech.

An announcement of Harrisburg trip on March 11-13 was made.

The Collaboration Conference will be April 11 -- plans discussed.

$2500 was authorized for publication of a League of Women Voters document for Boston school governance.

#27 March 19

The Commission reviewed Ed Wilcox's proposals, his master plan outline and proposal for system of 10 EDU's.

The Commission voted that the proposed function of these centers should be meshed within existing REC's with a clear emphasis on educational development and citizen governance.

Requests for extra funding were reviewed.

Plans for April conference were reviewed.

#28 May 13

The entire meeting was devoted to a discussion and review of R. Fitzgerald's draft of the short report. Agreement was reached regarding Recommendations #1-4 (Sections 1-3). Most of the discussion centered on Section 4 - REC's and Regional Collaboratives, with decisions on this postponed to a special meeting to be held the next week.

#29 May 20

The Commission reached agreement on Section 4 (RECs 5-8). Final action on Section 5 Voc-Ed. (RECs 9-12) was postponed until the MAVA supplied data to the Commission.

Section 6, Citizen Involvement, was reviewed and agreement reached on Recommendations #13-17.

Section 7, Finance Reform, and Recommendation #18 were accepted.

The proposed outline for the final report was briefly reviewed.

#30 June 12

Final meeting of the Commission. A steering committee formed to assist Dr. Fitzgerald in implementing the recommendations of the final report.

APPENDIX G

REORGANIZATION AND GOVERNANCE FOR STATE EDUCATION IN NEW ENGLAND

NATIONAL TRENDS IN REORGANIZATION AND GOVERNANCE FOR STATE EDUCATION
Speaker: Wendell H. Pierce, Director,
Education Commission on the States, Denver, Colorado

ANALYSIS OF THE POLITICAL AND EDUCATIONAL EFFECTS OF STATEWIDE REORGANIZATION IN EDUCATION
Speaker: Dr. Fred G. Burke, Commissioner
Department of Education, State of Rhode Island

REORGANIZATION OF HIGHER EDUCATION IN THE STATE OF MAINE
Speaker: Dr. Donald R. McNeil, Chancellor,
University of Maine, Portland, Maine

STATEWIDE EDUCATIONAL REORGANIZATION AS PERCEIVED AND EXPERIENCED BY A STATE LEGISLATOR
Speaker: Attorney John C. Revens, Jr.
State Representative, Warwick, Rhode Island

WHAT A SUPERINTENDENT EXPECTS FROM A STRONG STATE DEPARTMENT OF EDUCATION
Speaker: Francis Keppel, Chairman of the Board
General Learning Corporation, New York, New York

TRENDS IN THE DEVELOPMENT OF REGIONAL, INTRA-STATE, INTERMEDIATE EDUCATIONAL AGENCIES
Speaker: Dr. E. Robert Stevens, Chairman and Professor,
College of Education, Department of Administration, Supervision and Curriculum, University of Maryland.

INVOLVEMENT IN ONGOING STATE REORGANIZATION- A LAYPERSON'S VIEWPOINT
Speaker: Mrs. Mary Ann Hardenberg, Member,
State Board of Education, Commonwealth of Massachusetts

AN ANALYSIS OF NEW YORK STATE'S BOARD OF COOPERATIVE EDUCATIONAL SERVICES (BOCES)
Speaker: Dr. Leo A. Soucy, Assistant Commissioner of School Services,
State Board of Education, Albany, New York

Sponsored by

THE NEW ENGLAND SCHOOL DEVELOPMENT COUNCIL

In Collaboration With

THE MASSACHUSETTS ADVISORY COUNCIL ON EDUCATION

APPENDIX H

April 11, 1974

CONFERENCE ON SCHOOL DISTRICT ORGANIZATION
AND COLLABORATION FOR EQUALIZATION OF
EDUCATIONAL OPPORTUNITY

REGIONAL EDUCATIONAL SERVICE AGENCY
DEVELOPMENT IN THE UNITED STATES
Dr. Richard TenHaken
District Superintendent of Schools, Spencer Port, New York

Sessions

1. THE LOUISVILLE STORY-
ATTEMPTS AT COLLABORATION
Dr. Robert Meyers
Director of Division of Process Evaluation
Brown Education Center, Louisville, Kentucky

2. BOARD OF COOPERATIVE EDUCATIONAL SERVICES
(BOCES) AS A REGIONAL EDUCATIONAL SERVICE AGENCY
Dr. Richard TenHaken
District Superintendent of Schools, Spencer Port, New York

3. COLLABORATION IN OREGON: INTERMEDIATE EDUCATION
DISTRICT AND OREGON TOTAL INFORMATION SYSTEM
Mr. Kenneth Stanhope
Superintendent of Umatila Intermediate Education District
Pendleton, Oregon

4. CALIFORNIA REGIONAL OCCUPATIONAL PROGRAMS
Mr. Stanley Ross
Superintendent of Schools
North Orange County School Districts, Anaheim, California

Panel Discussions

5. DISTRICT CONSOLIDATION (REGIONALIZATION)
AND REGIONAL SERVICE UNITS
Moderator: Dr. Richard Lavin
Director, Merrimack Education Center

6. VOCATIONAL-TECHNICAL EDUCATION
Moderator: Mrs. Mary B. Warner
Chairman, Massachusetts Advisory Council on Education

7. COLLABORATION AMONG SCHOOLS, COLLEGES AND OTHER AGENCIES
Moderator: Mr. James Harmond
President, Fitchburg State College

8. URBAN MINORITY CONCERNS AND CITIZEN INVOLVEMENT IN EDUCATIONAL DECISION-MAKING
Moderator: Mrs. Elaine Kistiakowsky
Member, League of Women Voters

Sponsored by

THE GOVERNOR'S COMMISSION ON
SCHOOL DISTRICT ORGANIZATION AND COLLABORATION

THE MASSACHUSETTS ADVISORY COUNCIL ON
VOCATIONAL-TECHNICAL EDUCATION

THE METROPOLITAN PLANNING PROJECT

Administered by

NEW ENGLAND SCHOOL DEVELOPMENT COUNCIL

APPENDIX I

WAYS TO ASSIST SCHOOL DISTRICTS BY DEVELOPING REGIONAL PARTNERSHIPS

To: Prospective Participants

Subject: A Special Survey of Services and Functions Desired at the Regional Level

We would very much appreciate it if you would respond to the items on this brief survey and would return the completed form to the Massachusetts Advisory Council on Education in the envelope provided within the next week. Individual questionnaires will not be turned over to anyone outside of the research staff of this office.

While the questionnaire has been constructed to minimize writing demands, please feel free to add or substitute narrative comments if you prefer. We would like your ideas expressed in whatever way seems best to you.

BACKGROUND INFORMATION: Many educational regional and collaborative arrangements presently exist in Massachusetts. They perform a variety of services and functions to hundreds of thousands of students and teachers.

Under the leadership of the Commissioner of Education, the Department of Education is placing more of the Department staff resources into decentralized regional facilities. This move is intended to increase significantly the range and depth of services available to school districts, students, and other citizens.

The State Department of Education has the following aims of regionalization: to increase in quality and quantity the service capabilities of the Department, to put the programs and people where the needs are, and to consolidate and strengthen central department functions, such as budget development and management, planning, monitoring of operations. In Phase I, through June 30, 1974, the primary focus will be on the program divisions (Curriculum and Instruction, Special Education, Occupational Education, School Facilities and Related Service) and on existing programs and personnel.

The great danger to be avoided is the creation of six mini-departments. The goal is extension of the State Department of Education, not replication. Each center will be tailored to satisfy the needs of the region. Each center will have a Coordinator, accountable to the Department for programs and activities in his center.

This survey covers important information needed by the Governor's Commission on School District Organization and Collaboration, information that will be utilized to define suggestions for the details of the decentralization process. The Commission and the Department want this process to be sensitive to the needs that you define.

After two short questions about the background of the respondents, the questionnaire is divided into three parts:

Part A--What parts of the SDE should be placed in the Regional Center?
Part B--What is the desired overall function and organization?
Part C--What services are desired?

The questionnaire is already addressed and is a self-mailer. Simply fold, seal and mail. The postage has been prepaid.

THANK YOU VERY MUCH.

YOUR BACKGROUND

1. I am in the region of (check one).
___1. Greater Boston Regional
___2. N. Andover, Northeast Regional Center
___3. Lakeville, Southeast Regional Center
___4. Worcester County Regional Center
___5. Springfield Regional Center
___6. Pittsfield Regional Center
___7. Not any of the above
___8. I don't know.

2. Your Current Role
___1 - Superintendent, Associate or Assistant Superintendent, Central Administrative Staff.
___2 - Principal, teacher, professional staff
___3 - Student
___4 - Parent
___5 - School Committee, Board member
___6 - Elected local/state government official
___7 - Other _____

A: FUNCTIONS DESIRED IN REGIONAL CENTERS -- As advisory opinions to the Governor's Commission, we would like to know your view as to the desirable functions to locate in a Regional Center.

Please indicate your opinion of each of the functions, their desirability/undesirability by circling the appropriate number for the beginning time period (one to three years), and for the period when the Center is "developed" (three or more years from now).

-2 Highly undesirable -1 Undesirable 0 both desirable and undesirable
1 Desirable 2 Highly desirable X no opinion; not relevant

THE REGIONAL CENTER SHOULD HAVE PEOPLE WHO CAN ASSIST IN:

		Undesirable			Desirable		
1 - Planning long range development	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
2 - Setting educational objectives	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
3 - Training or arranging training	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
4 - Introducing educational innovations and new practices	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
5 - Improving management and business operations	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
6 - Evaluating programs and special projects	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
7 - Writing grant proposals	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
8 - Planning utilization of facilities, present or new	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
9 - Building good community relations	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X
10 - Other _____	beginning	-2	-1	0	1	2	X
	developed	-2	-1	0	1	2	X

PRIORITY OF FUNCTIONS -- Please write below in the space provided the numbers of the functions which are the highest priority in your opinion.

Highest Priority ( )
( )
( )

B: AUTHORITY AND ACCOUNTABILITY OF THE REGIONAL CENTER -- In regard to several of the present functions of the SDE, the Regional Center may play a role as a primary agent for decisions of the SDE. On the other hand, some would argue that the decentralization of authority is not possible; the Center should act as a resource, and service center. The next section will deal with the service functions. These questions are centered around your view of the desirability of the Regional Center to act as the primary agent of the SDE.

Please circle the degree of desirability/undesirability of the Regional Center to act as a primary agent of the SDE in the listed areas.

-2 Highly undesirable -1 Undesirable 0 Neither desirable nor undesirable
+2 Highly desirable +1 Desirable X No opinion; not relevant.

1.	Recommending awards of state and federal program grants to local districts	beginning	-2	-1	0	+1	+2	X
		developed	-2	-1	0	+1	+2	X
2.	Recommending awards of construction aid to local districts	beginning	-2	-1	0	+1	+2	X
		developed	-2	-1	0	+1	+2	X
3.	Recommending action on requests for waivers or exemptions from Department or Board of Education recommendations	beginning	-2	-1	0	+1	+2	X
		developed	-2	-1	0	+1	+2	X
4.	Other	beginning	-2	-1	0	+1	+2	X
		developed	-2	-1	0	+1	+2	X

C: ROLE OF REGIONAL CENTERS IN PRESENT AND NEW SERVICES OF THE SDE -- The Regional Center can have several different roles in fostering specific services. (1) as a technical information specialist or consultant, it can assist school districts to develop and improve a service within the district; (2) as a consultant broker it can facilitate inter-district cooperatives and collaboratives to provide services which separate districts can not; (3) or it can provide the services itself.

What role should the Regional Center play when it is "developed?" Circle the letters best representing your views on each of the services.

D -- District to provide service directly assisted by Regional Center specialist/consultant.
BKR -- Regional Center will arrange as a broker to use existing programs or developing new arrangements.
R-op -- Regional Center operate the service directly.
X -- No opinion, or the Center does not need to participate, or service not needed.

	PRESENT OR NEW SERVICES	CIRCLE ONE			
1.	Teacher in-service, regular training programs	D	BKR	R-op	X
2.	Training for new programs	D	BKR	R-op	X
3.	New teacher orientation/training programs	D	BKR	R-op	X
4.	Resource centers that offer area teachers and others a chance to review new materials and methods	D	BKR	R-op	X
5.	Professional personnel recruitment program	D	BKR	R-op	X
6.	Staff recruitment program	D	BKR	R-op	X
7.	Personnel Evaluation Programs	D	BKR	R-op	X
8.	Equal opportunity staff programs	D	BKR	R-op	X
9.	Learning programs for students with special learning problems	D	BKR	R-op	X
10.	Learning programs for gifted students in specialized areas	D	BKR	R-op	X

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11.	Special programs for minority-group students	D	BKR	R-op	X
12.	Purchasing	D	BKR	R-op	X
13.	Transportation system	D	BKR	R-op	X
14.	Data processing and computer center	D	BKR	R-op	X
15.	Legal consultation services	D	BKR	R-op	X
16.	Educational library and reference service	D	BKR	R-op	X
17.	An assessment program on student achievement, periodically sampling student performance in selected curriculum areas and districts.	D	BKR	R-op	X
18.	Evaluations of school programs, curriculum and innovations.	D	BKR	R-op	X
19.	A center for appeals from students, parents, staff members, and other citizens who disagree with decisions reached by local school committees.	D	BKR	R-op	X
20.	Special training programs for students and other citizens interested in participating in education decision-making on the local level.	D	BKR	R-op	X
21.	Special training programs for leadership teams of teachers, administrators, students, parents.	D	BKR	R-op	X
22.	Extracurricular and sports activities	D	BKR	R-op	X
23.	Coordination of vocationally-oriented learning opportunities among traditional school districts, vocational school districts, technical schools, and community colleges.	D	BKR	R-op	X
24.	Other (specify)	D	BKR	R-op	X

Please write in the space provided the number of the services which are, in your opinion, of the highest priority for the Regional Center to foster regardless of how they are provided.

Highest Priority ( ) ( ) ( ) ( )

SPACE FOR ADDED COMMENTS

No postage stamp necessary.
Postage has been prepaid by:

Governor's Commission
c/o MACE
182 Tremont St., 13th Floor
Boston, MA 02111

APPENDIX J

1970 CENSUS

The following communities in the Commonwealth lost significant population during the 1960's:

	1970	1960	Percentage of Change
Ayer	7,393	14,927	-50.5
Boston	641,071	697,197	-8.1
Bourne	12,636	14,011	-9.8
Cambridge	100,361	107,716	-6.8
Chester	30,625	33,749	-9.3
Edgartown	1,025	1,155	-11.3
Fall River	96,898	99,942	-3.0
Gill	1,100	1,203	-8.6
Hawley	224	251	-10.8
Holyoke	50,112	52,689	-4.9
Hopkinton	1,956	2,754	-29.0
Lawrence	66,915	70,933	-5.7
Lynn	90,294	94,478	-4.4
Littlefield	288	315	-8.6
Oxford	6,109	6,985	-12.5
Southbridge	14,261	15,889	-10.2
Worcester	176,572	186,587	-5.4
Williamstown	4,285	5,428	-21.1

APPENDIX K

SAMPLE LIST OF POTENTIAL K-12 REGIONAL SCHOOL DISTRICTS BASED UPON APPROACHING A MINIMUM OF 3500 STUDENTS

There are many possible combinations other than those shown in this list. While distance and other factors remove the feasibility of every district including a minimum of 3500 students, the sample list was constructed with this guideline in mind. The October 1, 1972, enrolment figures include students who were enroled in regional vocational schools but not those who were sent to other districts under tuition plans.

No.	School District	Enrolment **	Total
1.	Berkshire Hills	2,533	
	Southern Berkshire	1,297	
	Mt. Washington		3,830
2.	Lee	1,533	
	Lenox	1,335	
	Richmond	389	
	Tyringham	20	3,277
3.	Mt. Greylock	1,189	
	Williamstown	858	
	Lanesborough	482	
	Hancock	160	
	New Ashford		2,689
4.	Adams - Cheshire	2,821	
	Savoy	42	2,863
5.	Clarksburg	389	
	Florida	180	
	Monroe	43	
	North Adams	3,594	4,206
6.	Central Berkshire	2,872	2,872
7.	Otis	222	
	Sandisfield	100	
	Granville	375	
	Southwick	2,013	
	Tolland		2,710
8.	Gateway	1,792	
	Hampshire	723	
	Chesterfield	148	
	Goshen	101	
	Southampton	471	
	Westhampton	116	3,351
9.	Mohawk Trail	1,044	
	Buckland - Shelborne	719	
	Ashfield	198	
	Buckland		
	Charlmont		
	Colrain		

No.	School District	Enrolment	Total
10.	Hawlemont	181	
	Hawley		
	Heath		
	Plainfield		
	Rowe	86	2,228
11.	Hatfield	654	
	Hadley	691	
	Williamsburg	574	
	Frontier	687	
	Conway	128	
	Deerfield	449	
	Sunderland	152	
	Whately	115	3,450
12.	Hampden - Wilbraham	1,540	
	Hampden	2,625	
	Wilbraham	1,124	5,289
13.	Granby	1,632	
	Belchertown	1,317	
	Ware	1,620	4,571
14.	Amherst - Pelham	1,844	
	Amherst	1,977	
	Leverett	142	
	Pelham	144	
	Schutesbury	103	4,210
15.	Gill - Montague	800	
	Gill	218	
	Montague	676	
	Mahar	1,082	
	Erving	193	
	New Salem	71	
	Orange	891	
	Petersham	140	
	Wendell	47	4,118
16.	Athol - Royalston	1,280	
	Athol	1,222	
	Royalston	92	
	Pioneer Valley	617	
	Leydon	58	
	Bernardston	226	
	Northfield	315	
	Warwick	53	3,863

No.	School District	Enrolment	Total
17.	Quabbin	981	
	Barre	506	
	Hardwick	315	
	Hubbardston	456	
	Oakham	94	
	Narragansett	867	
	Philipston	153	
	Templeton	751	4,124
18.	Spencer - East Brookfield	722	
	Spencer	1,479	
	East Brookfield	345	
	North Brookfield	1,212	
	New Braintree	92	3,850
19.	West Brookfield	446	
	Warren	454	
	Warren - West Brookfield	729	
	Palmer	2,534	4,163
20.	Tantasqua	1,378	
	Brimfield	284	
	Brookfield	298	
	Holland	184	
	Sturbridge	922	
	Wales	161	
	Monson	1,546	4,773
21.	Charlton - Dudley	2,799	
	Southbridge	3,051	5,850
22.	Paxton	1,000	
	Leicester	2,061	3,061
23.	Holden	3,000	
	Rutland	650	3,650
24.	Ashburnham - Westminster	952	
	Ashburnham	608	
	Westminster	591	
	Princeton	500	
	Sterling	1,244	3,895
25.	Gardner	3,164	
	Winchendon	1,671	4,835
26.	North Middlesex	3,503	
	Lunenburg	2,278	5,781

No.	School District	Enrolment	Total
27.	Groton	1,336	
	Dunstable	300	
	Tyngsborough	1,186	2,822
28.	Ayer	3,903	
	Shirley	601	
	Harvard	831	5,335
29.	Westford	3,363	
	Littleton	1,886	5,249
30.	Acton - Boxborough	2,426	
	Acton	2,393	
	Boxborough	254	5,073
31.	Nashoba	827	
	Bolton	435	
	Lancaster	668	
	Stow	948	
	Maynard	2,084	4,962
32.	Boylston - Berlin	671	
	Berlin	381	
	Boylston	403	
	Clinton	2,035	
	West Boylston	1,570	5,060
33.	Northborough - Southborough	1,229	
	Northborough	2,254	
	Southborough	1,353	4,836
34.	Grafton	2,772	
	Millbury	2,637	5,409
35.	Oxford	3,041	
	Sutton	1,157	4,198
36.	Douglas	734	
	Webster	2,490	3,224
37.	Northbridge	2,579	
	Uxbridge	1,865	4,444
38.	Mendon - Upton	1,452	
	Hopedale	1,030	
	Blackstone - Millville	972	
	Blackstone	930	
	Millville	417	4,801

No.	School District	Enrolment	Total
39.	Medway	2,566	
	Millis	1,762	4,328
40.	Dover - Sherborn	1,083	
	Dover	591	
	Sherborn	614	
	Medfield	2,781	5,069
41.	Ashland	2,356	
	Hopkinton	1,556	3,912
42.	Lincoln	3,549	
	Sudbury	1,792	
	Lincoln - Sudbury	1,954	7,295
43.	Concord - Carlisle	1,689	
	Concord	3,126	
	Carlisle	602	5,417
44.	King Philip	1,954	
	Norfolk	659	
	Wrentham	785	
	Plainville	753	4,151
45.	Avon	1,329	
	Holbrook	2,830	
	Abington	3,236	7,395
46.	Cohasset	1,991	
	Hull	3,096	5,087
47.	Nahant	829	
	Swampscott	3,072	3,901
48.	Masconomet	2,088	
	Boxford	694	
	Middleton	641	
	Topsfield	936	4,359
49.	Hamilton - Wenham	904	
	Hamilton	1,269	
	Wenham	596	
	Manchester	1,266	4,035
50.	Ipswich	2,729	
	Essex	586	3,315

No.	School District	Enrolment	Total
51.	Gloucester	5,350	
	Rockport	1,012	6,362
52.	Triton	1,483	
	Salisbury	765	
	Newbury	508	
	Rowley	423	
	Georgetown	1,708	4,887
53.	Pentucket	1,587	
	Merrimac	662	
	West Newbury	410	
	Groveland	249	2,908
54.	Amesbury	2,538	
	Newburyport	3,312	5,850
55.	Mansfield	2,797	
	Norton	2,207	5,004
56.	East Bridgewater	2,359	
	West Bridewater	1,653	4,012
57.	Whitman - Hanson	1,548	
	Whitman	2,661	
	Hanson	1,548	5,757
58.	Norwell	2,698	
	Hanover	3,350	6,048
59.	Pembroke	3,208	
	Halifax	1,051	
	Plympton	353	4,612
60.	Duxbury	2,802	
	Kingston	1,506	4,308
61.	Seekonk	3,165	
	Rehoboth	1,318	
	Dighton	837	
	Dighton - Rehoboth	800	6,120
62.	Freetown	507	
	Lakeville	552	
	Freetown - Lakeville	1,647	
	Berkley	564	3,270
63.	Bridgewater	2,300	
	Raynham	1,600	
	Bridgewater - Raynham	1,355	5,255

No.	School District	Enrolment	Total
64.	Plymouth	2,070	
	Carver	597	
	Plymouth - Carver	2,641	5,308
65.	Swansea	2,830	
	Somerset	4,627	7,457
66.	Westport	2,541	
	Dartmouth	4,419	6,870
67.	Acushnet	1,550	
	Fairhaven	3,312	4,862
68.	Rochester	269	
	Marion	519	
	Mattapoisset	733	
	Wareham	3,263	
	Old Rochester	1,133	5,917
69.	Bourne	3,700	3,700
70.	Sandwich*	1,079	
	Mashpee *	240	1,319
71.	Falmouth	5,329	5,329
72.	Dennis	1,198	
	Yarmouth	2,325	
	Dennis - Yarmouth	1,474	4,997
73.	Provincetown	762	
	Truro	148	
	Wellfleet	139	
	Eastham	188	
	Orleans	243	
	Chatham	974	
	Brewster	180	
	Harwich	1,575	
	Nauset	1,471	5,680
74.	Martha's Vineyard	479	
	Chilmark	19	
	Edgartown	252	
	Gay Head		
	Oak Bluffs	256	
	Tisbury	448	
	West Tisbury	41	1,495

* Listed separately in view of recent dissolution of a union with Bourne. Other combinations are possible with Bourne and/or Falmouth. Mashpee figure does not include secondary students who are enrolled elsewhere on a tuition basis.

APPENDIX L

SAMPLE LIST OF POTENTIAL K-12 REGIONAL SCHOOL DISTRICTS BASED UPON EXPANSION OF ALL EXISTING NON-VOCATIONAL REGIONAL SCHOOL DISTRICTS

The enrolment figures used for this list refer to October 1, 1972.

No.	School District	Enrolment	Total
1.	Acton - Boxborough	2,426	
	Acton	2,393	
	Boxborough	254	5,073
2.	Adams - Cheshire	2,734	
	Adams		
	Cheshire		2,734
3.	Amherst - Pelham	1,844	
	Amherst	1,977	
	Leverett	142	
	Pelham	144	
	Shutesbury	103	4,210
4.	Ashburnham - Westminster	952	
	Ashburnham	608	
	Westminster	591	2,151
5.	Athol - Royalston	1,280	
	Athol	1,222	
	Royalston	84	2,586
6.	Berkshire Hills	2,533	
	Great Barrington		
	Stockbridge		
	West Stockbridge		2,533
7.	Berlin - Boylston	671	
	Berlin	381	
	Boylston	402	1,455
8.	Blackstone - Millville	972	
	Blackstone	899	
	Millville	304	2,175
9.	Bridgewater - Raynham	1,355	
	Bridgewater	2,300	
	Raynham	1,600	5,255
10.	Central Berkshire	2,872	
	Becket Cummington		
	Dalton Peru		
	Hinsdale Washington		
	Windsor		2,872

No.	School District	Enrolment	Total
11.	Concord - Carlisle	1,689	
	Carlisle	602	
	Concord	3,126	5,417
12.	Dennis Yarmouth	3,474	
	Dennis	1,198	
	Yarmouth	2,325	4,997
13.	Dighton - Rehoboth	800	
	Dighton	837	
	Rehoboth	1,318	2,955
14.	Dover - Sherborn	1,083	
	Dover	591	
	Sherborn	614	2,288
15.	Nauset	1,471	
	Eastham	188	
	Orleans	243	
	Wellfleet	139	2,041
16.	Freetown - Lakeville	1,647	
	Freetown	507	
	Lakeville	552	2,706
17.	Frontier	687	
	Conway	128	
	Deerfield	449	
	Sunderland	152	
	Whately	115	1,531
18.	Gateway	1,792	
	Blanford Montgomery		
	Chester Russell		
	Huntington Worthington		
	Middlefield		1,792
19.	Gill - Montague	800	
	Gill	218	
	Montague	676	1,694
20.	Groton - Dunstable	1,584	
	Dunstable		
	Groton		1,584
21.	Hamilton - Wenham	904	
	Hamilton	1,269	
	Wenham	596	2,769

No.	School District	Enrolment	Total
22.	Hampden - Wilbraham	1,540	
	Hampden	2,625	
	Wilbraham	1,124	5,289
23.	Hampshire	973	
	Chesterfield	148	
	Goshen	101	
	Southampton	471	
	Westhampton	11[illegible]	
	Williamsburg	324	2,133
24.	King Philip	1,954	
	Norfolk	659	
	Plainville	753	
	Wrentham	785	4,151
25.	Lincoln - Sudbury	1,954	
	Lincoln	3,549	
	Sudbury	1,792	7,295
26.	Ralph C. Mahar	1,082	
	Erving	193	
	New Salem	71	
	Orange	891	
	Petersham	140	
	Wendell	47	2,424
27.	Martha's Vineyard	479	
	Chilmark	19	
	Edgartown	252	
	Gay Head		
	Oak Bluffs	256	
	Tisbury	448	
	West Tisbury	41	1,495
28.	Masconomet	2,088	
	Boxford	694	
	Middleton	641	
	Topsfield	936	4,359
29.	Mendon - Upton	1,408	
	Mendon		
	Upton		1,408

No.	School District	Enrolment	Total
30.	Mohawk Trail	1,044	
	Ashfield	198	
	Buckland *	719	
	Charlemont *	181	
	Colrain *		
	Hawley *		
	Heath *		
	Plainfield *		
	Rowe	86	
	Shelburne		2,228
31.	Mount Greylock	1,189	
	Lanesborough	482	
	Williamstown	825	2,496
32.	Narragansett	867	
	Phillipston	153	
	Templeton	751	1,771
33.	Nashoba	827	
	Bolton	435	
	Lancaster	668	
	Stow	948	2,878
34.	Northborough - Southborough	1,229	
	Northborough	2,254	
	Southborough	1,353	4,836
35.	North Middlesex	3,475	
	Pepperell		
	Townsend		3,475
36.	Old Rochester	1,133	
	Marion	494	
	Mattapoisett	733	
	Rochester	269	2,629
37.	Pentucket	1,587	
	Groveland	249	
	Merrimac	662	
	West Newbury	410	2,908
38.	Pioneer Valley	617	
	Bernardston	226	
	Leyden	58	
	Northfield	315	
	Warwick	53	1,269

* These towns are already regionalized on a K-6 basis.

No.	School District	Enrolment	Total
39.	Plymouth - Carver	2,641	
	Carver	597	
	Plymouth	2,070	5,308
40.	Quabbin	981	
	Barre	482	
	Hardwick	316	
	Hubbardston	443	
	Oakham	94	2,316
41.	Silver Lake	2,597	
	Halifax	625	
	Kingston	790	
	Pembroke	1,920	
	Plympton	186	6,118
42.	Southern Berkshire	1,297	
	Alford		
	Egremont		
	Monterey		
	New Marlborough		
	Sheffield		1,297
43.	Spencer - East Brookfield	722	
	East Brookfield	345	
	Spencer	1,479	2,546
44.	Tantasqua	1,378	
	Brimfield	284	
	Brookfield	298	
	Holland	184	
	Sturbridge	922	
	Wales	161	3,227
45.	Triton	1,483	
	Newbury	508	
	Rowley	423	
	Salisbury	765	3,179
46.	Wachusett	1,902	
	Holden	2,041	
	Paxton	644	
	Princeton	353	
	Rutland	513	
	Sterling	892	6,345

No.	School District	Enrolment	Total
47.	Warren - West Brookfield	729	
	Warren	454	
	West Brookfield	446	1,629
48.	Whitman - Hanson	1,548	
	Hanson	1,548	
	Whitman	2,661	5,757
49.	Dudley Charlton	2,548	
	Dudley		
	Charlton		2,548

APPENDIX M

The Commission especially endorses the "Pathways" section of Board of Education's Educational Goals for Massachusetts, and reiterates their salient points:

Accord dignity to the learner by respecting him as a person; by individualizing instruction in a manner which allows him to work according to his ability and to satisfy his need to succeed; by encouraging him to develop his own value system which is tempered with a sensitivity of his obligations to others; by freeing his creative nature; and by aiding him to develop his thought processes in a realistic atmosphere.

Encourage use of the physical and personnel resources of the surrounding geographical area and eliminate or reduce time and place restrictions and constraints which inhibit student process.

Expand the role of the teacher from that of transmitter of knowledge and information to that of facilitator of and partner in learning, possessing the competence for the necessary tasks.

Understand how the teacher in personal interaction with students influences their well-being and their personal values.

Recognize the crucial nature of the supportive role of administrators in working with teachers.

Supply, in coordination with local, regional, state and federal agencies, those supportive pupil personnel services needed to foster individual development and to contribute to the social welfare, particularly those services related to mental and physical health.

Respond to the needs and concerns of all the people while working toward a student-centered educational process and seek broad support, financial and otherwise, to the fulfillment of this end.

APPENDIX N

EXTRACTS FROM CHAPTER 492
(H.6100)

SECTION 12. The first paragraph of section 16B of chapter 71 of the General Laws is hereby amended by striking out the first sentence, as amended by section 72 of chapter 849 of the acts of 1969, and inserting in place thereof the following sentence:- The regional district school committee shall annually determine the amounts necessary to be raised, after deducting the amount of aid such district is to receive pursuant to section sixteen D, to maintain and operate the district school or schools during the next fiscal year, and amounts required for payment of debt and interest incurred by the district which will be due in the said year, and shall apportion the amount so determined among the several towns in accordance with the terms of the agreement.

SECTION 13. Said chapter 71 is hereby further amended by striking out section 16D, as amended by chapter 779 of the acts of 1967, and inserting in place thereof the following section:-

Section 16D. (a) A regional school district shall be entitled to receive state aid for construction of regional schools. Each city or town in a regional school district shall continue to receive such state aid for educational purposes as it would be entitled to receive if such district had not been formed. In addition, the state treasurer shall, subject to the provisions of subsection (c), upon certification by the commissioner of education annually pay to each regional school district an amount computed as follows:

(i) seventy per cent multiplied by the product of the regional school aid percentage multiplied by the regional reimbursable expenditures of the regional school district, for such districts which include grades kindergarten through twelve; or

(ii) fifty per cent multiplied by the product of the regional school aid percentage multiplied by the regional reimbursable expenditures of the regional school district, for all other regional school districts.

(b) The definitions in section two of chapter seventy shall apply to this section and the following words and phrases as used in this section shall have the following meanings:-

''Regional reimbursable expenditures'', the total amount expended by a regional school district during a fiscal year for the support of public schools during said year exclusive of expenditures for transportation, for food for school food service programs and for capital outlays, after deducting therefrom any receipts for tuition, receipts from the federal government, the proceeds of any invested funds, and grants, gifts and receipts from any other source, to the extent that such receipts are applicable to such expenditures; provided, however, that amounts received by a city or town under this section as school aid shall not be so deducted. The commissioner of education may, by regulation, further define the expenditures and receipts that may be included hereunder.

''Regional school aid percentage'', the amount by which one hundred per cent exceeds the product, to the nearest tenth of one per cent, of sixty-five per cent multiplied by the regional valuation percentage.

''Regional valuation percentage'', the proportion, to the nearest tenth of one per cent, which the total equalized valuation of all cities and towns in the regional school district divided by the total school attending children in all cities and towns in the district bears to the average equalized valuation per school attending child in the entire state.

(c) The receipt of the regional school aid as set forth in clauses (i) and (ii) of subsection (a) shall be subject to the following conditions:

(i) the formation of new regional school districts and the expansion of currently existing regional school districts shall be subject to the approval of the commissioner of education;

(ii) except as provided in clause (iii) of this subsection, no regional school aid shall be paid prior to the date of award of a contract for the construction of a regional school by the regional district school committee; and

(iii) in the case of regional school districts formed for administrative purposes only, no regional school aid shall be paid prior to the date on which the regional school district has assumed jurisdiction over the pupils in the district and the commissioner of education has made a determination that member cities and towns have provided sufficient and adequate school facilities for each grade level included in the regional school district.

SECTION 14. Subsection (a) of the first paragraph of section 31 of chapter 81 of the General Laws, as appearing in section 14 of chapter 497 of the acts of 1971, is hereby amended by striking out the second sentence and inserting in place thereof the following sentence:- The ''equalizing municipal highway grant'' for such city or town shall be the total of a basic mileage allowance of four hundred dollars plus an additional road-use allowance of seven dollars per motor vehicle per road mile less an equalizing deduction of ten cents per thousand dollars of equalized valuation per mile.

SECTION 15. The fourth paragraph of said section 31 of said chapter 81, as so appearing, is hereby further amended by striking out the second sentence and inserting in place thereof the following sentence:- The commissioner of public works shall annually, on or before December first, certify to the state tax commission the amounts approved for payment to each city or town under this section in each fiscal year.

SECTION 16. Section 59 of chapter 92 of the General Laws, as amended by section 3 of chapter 554 of the acts of 1949, is hereby further amended by striking out the first sentence and inserting in place thereof the following sentence:- For the purposes of the preceding four sections the words ''taxable valuations of the property of towns'' shall mean taxable valuations as found in the most recent equalization and apportionment reported by the state tax commission to the general court pursuant to section ten C of chapter fifty-eight.

SECTION 17. Chapter 132A of the General Laws is hereby amended by striking out section 6, as appearing in the Tercentenary Edition, and inserting in place thereof the following section:-

Section 6. For the purposes of section four, the word ''valuation'' shall mean taxable valuation as found in the most recent equalization and apportionment reported by the state tax commission to the general court pursuant to section ten C of chapter fifty-eight, and the word ''population'' shall mean the polulation as enumerated in the most recent state census or in the most recent federal census adjusted by the state tax commission to conform as nearly as possible to the same definitions as used in such state census.

SECTION 18. The first paragraph of section 9 of chapter 645 of the acts of 1948 is hereby amended by striking out clauses (a) and (b) and inserting in place thereof the following two clauses:-

(a) The total construction grant for any approved school project in any city or town shall be fifty per cent of the final approved cost of such project multiplied by a percentage, which shall be the proportion, to the nearest tenth of one per cent, which the most recent equalized valuation per school attending child for the entire commonwealth bears to the most recent equalized valuation per school

attending child of the city or town; provided, however, that the total construction grant for any project shall not be less than fifty per cent or more than sixty-five per cent of such approved cost.

(b) The total construction grant for any approved school project in a regional school district which includes grades kindergarten through twelve shall be sixty per cent of the product of the final approved cost of the project multiplied by a percentage, which shall be the proportion, to the nearest tenth of one per cent, which the most recent equalized valuation per school attending child for the entire commonwealth bears to the most recent total equalized valuation per school attending child of the towns comprising such district; provided, however, that no grant shall be approved for any amount less than sixty per cent nor more than seventy-five per cent of such approved cost. The total construction grant for any approved school project in a regional school district which does not include grades kindergarten through twelve shall be fifty per cent of the final approved cost of such project multiplied by a percentage, which shall be the proportion, to the nearest tenth of one per cent, which the most recent equalized valuation per school attending child for the entire commonwealth bears to the most recent total equalized valuation per school attending child of the towns comprising such district; provided, however, that no grant shall be approved for any amount less than fifty per cent nor more than sixty-five per cent of such approved cost.

APPENDIX O

SUMMARY OF RECOMMENDATIONS AND COST ESTIMATES

Some of the Commission's recommendations can be implemented with existing resources. The cost of pursuing others will depend upon the details of implementation that are selected. Therefore we offer this summary as a set of guidelines open to change.

Most importantly, we wish to emphasize the need to avoid the most undesirable cost of all -- the cost of NOT implementing general management procedures to equalize educational opportunities and to promote cooperative educational ventures in Massachusetts. We can survive financial pressures and do more to solve the serious problems of our society by working together more effectively. Unless we do this, the problems of our society will grow even more serious.

Under the press of daily business and previously established priorities, it is easy for us to define reasons for not pursuing new recommendations. Yet if equality of opportunity and effectiveness and efficiency in education are to be realized to the degree deserved by our youngsters and other citizens, we must find the time and the strength and the spirit to pursue these recommendations.

RECOMMENDATION #1: THE STATE BOARD OF EDUCATION AND ITS COMMISSIONER SHOULD TAKE STEPS IN 1974 TO DEVELOP A STATEWIDE SERVICE EVALUATION-AND-ASSISTANCE SYSTEM THROUGH REGIONAL EDUCATION CENTERS, A SYSTEM DESIGNED TO MEASURE AND PROMOTE AVAILABILITY OF THE NINETEEN CATEGORIES OF SERVICE LISTED IN THIS REPORT IN EACH PUBLIC SCHOOL DISTRICT IN THE COMMONWEALTH.
We believe that it is possible to develop this system with little or no additional cost beyond reallocation of existing human resources. Many citizens would be willing to give time to such a worthy and exciting endeavor. Advisory councils in each regional education center could be a primary source of volunteers for a system that could be a very strong stimulus to equality of opportunity in education.

RECOMMENDATION #2: LEGISLATIVE LEADERS AND THE STATE BOARD OF EDUCATION SHOULD JOIN IN REVIEWING AND, AS NECESSARY, AGAIN AMENDING SECTION 16D OF CHAPTER 71 OF THE GENERAL LAWS TO ENSURE THAT INCENTIVES FOR REGIONALIZATION APPLY TO ALL REGIONAL DISTRICTS IN MASSACHUSETTS. THIS SECTION OF THE GENERAL LAWS SHOULD BE REVIEWED ALONG WITH ANY FUTURE PROPOSALS FOR MAJOR FISCAL REFORM IN MASSACHUSETTS.
While additional amendments might add some cost to the state budget, relating regional aid to the actual number of students in regional membership makes this a cost-reducing package.

RECOMMENDATION #3: THE STATE BOARD OF EDUCATION SHOULD FOLLOW THREE BASIC DIRECTIONS IN APPROVING PROPOSALS FOR FORMATION OF NEW OR EXPANSION OF EXISTING SCHOOL DISTRICTS.

A. DEVELOP K-12 SCHOOL DISTRICTS THAT:
   1. ADEQUATELY MEET THE NEEDS OF ALL TOWNS IN A PARTICULAR AREA, EXCLUDING NO COMMUNITY THAT NEEDS MEMBERSHIP TO SERVE ITS STUDENTS PROPERLY.

2. ENCOMPASS AN ADEQUATE PUPIL BASE. Refer to Appendix A for guidance on this criterion.
3. EXPAND PARTIAL REGIONAL DISTRICTS TO INCLUDE ALL GRADES IN THEIR MEMBER TOWNS. Refer to Appendix B for guidance on this criterion.

B. DEVELOP K-12 SCHOOL DISTRICTS THAT POSSESS THE CAPABILITY OF PRIVIDING A HIGH QUALITY OF SERVICE IN EACH OF THE NINETEEN CATEGORIES LISTED ON PAGES 4-6 OF THIS REPORT.

C. DEVELOP AN ADMINISTRATIVE SYSTEM IN WHICH A SUPERINTENDENT IS RESPONSIBLE TO ONLY ONE SCHOOL COMMITTEE NO MATTER HOW MANY COMMUNITIES ARE SERVED.

and

RECOMMENDATION #4: THE STATE BOARD OF EDUCATION SHOULD DEFINE AND PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE LEGISLATION ABOLISHING SUPERINTENDENCY UNIONS BY JULY OF 1978.
Use of these guidelines would increase efficiency on the local district level, thus giving the state more value for dollars spent on educational aid without any increase in the stage budget.

RECOMMENDATION #5: THE BOARD OF EDUCATION SUPPORTED BY THE GENERAL COURT AND THE GOVERNOR SHOULD TAKE IMMEDIATE ACTION TO INCLUDE AN EDUCATIONAL SERVICE UNIT (ESU) IN EACH REGIONAL CENTER OF THE DEPARTMENT OF EDUCATION. EACH OF THESE UNITS SHOULD HAVE TWO BASIC TASKS: FIRST, SUPPORTING THE DEVELOPMENT OF VOLUNTARY COLLABORATIVES BOTH IN THE REGION AND ACROSS REGIONAL LINES AND, SECOND, ESTABLISHING SUCH MANDATORY REGIONAL SERVICE AS MIGHT BE APPROVED BY A REGIONAL ESU COUNCIL AND THE COMMISSIONER.

and

RECOMMENDATION #6: THE STATE BOARD OF EDUCATION SHOULD DEFINE AND PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE ANY LEGISLATION NECESSARY TO IMPLEMENT THE OPERATION OF EDUCATIONAL SERVICE UNITS.
Unless the State Board of Education can pursue part of this development through reallocation of existing personnel resources, full implementation of this recommendation could add $258,000 to the annual budget of the Department of Education. However, the long-term return from establishing a regional system for stimulating and coordinating growth of educational collaboratives could be much higher than $258,000 in terms of both service to citizens and cost savings.

RECOMMENDATION #7: THE STATE BOARD OF EDUCATION IN CONSULTATION WITH--
A. THE LEADERSHIP OF THE GENERAL COURT
B. THE SECRETARY OF EDUCATIONAL AFFAIRS
C. THE BOARD OF HIGHER EDUCATION
D. THE MASSACHUSETTS ADVISORY COUNCIL ON EDUCATION, AND
E. THE INSTITUTE FOR EDUCATIONAL SERVICES
SHOULD DEFINE AND PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE LEGISLATION CREATING AN EDUCATIONAL BANK FOR PROMOTION OF COLLABORATIVES.
Creation of this bank for supporting a business-like approach to organizational development in public education might be arranged with federal or private grants and/or with an initial state appropriation of approximately $300,000. The bank could then become self-supporting.

RECOMMENDATION #8: THE BOARD OF HIGHER EDUCATION, THE BOARD OF STATE COLLEGES AND THE BOARD OF EDUCATION SHOULD JOIN IN ESTABLISHING A COMMONWEALTH SCHOOL AND COLLEGE CENTER AS PART OF OR LINKED TO AN EXISTING MASSACHUSETTS STATE COLLEGE.
Assuming the availability of space and equipment at a state college, the annual operating cost for such a center could fall between $135,000 and $150,000. The potential for an increase in the comprehensiveness and efficiency of school-college collaboration would be at least this great on an annual basis.

RECOMMENDATION #9: THE SECRETARY OF EDUCATIONAL AFFAIRS, THE CHANCELLOR OF HIGHER EDUCATION, AND THE COMMISSIONER OF EDUCATION SHOULD GIVE STRONG ATTENTION TO ENSURING THAT CERTAIN ACTIONS OF LEADERSHIP AND COORDINATION CONTINUE TO BE ADDRESSED AS REGIONAL APPROACHES ARE PURSUED.
This recommendation does not require budget support. However it does imply the need for an added time commitment to coordination activities. The Massachusetts Advisory Council on Education will define more specific suggestions on how such an added time commitment can be arranged in schedules that are already very demanding. These suggestions will be communicated to appropriate boards and officers in late 1974.

RECOMMENDATION #10: THE STATE BOARD OF EDUCATION SHOULD DEFINE AND PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE ANY LEGISLATION NEEDED TO FACILITATE THE ESTABLISHMENT OF ALTERNATIVE SYSTEMS FOR DELIVERY OF OCCUPATIONAL EDUCATION SERVICES INCLUDING VARIATIONS OF BOTH THE BLUE HILLS MODEL FROM MASSACHUSETTS AND THE REGIONAL OCCUPATIONAL PROGRAM MODEL FROM CALIFORNIA (ROP).

and

RECOMMENDATION #11: THE STATE BOARD OF EDUCATION SHOULD CONTINUE TO USE STATE AND FEDERAL FUNDS AND NEGOTIATIONS WITH DISTRICTS REQUESTING THESE FUNDS TO PROMOTE EXPANSION OF ALTERNATIVE SYSTEMS FOR DELIVERY OF OCCUPATIONAL EDUCATION IN MASSACHUSETTS.

and

RECOMMENDATION #12: THE STATE BOARD OF EDUCATION IN CONSULTATION WITH THE BOARD OF HIGHER EDUCATION AND THE BOARD OF REGIONAL COMMUNITY COLLEGES SHOULD ACT AT ONCE TO ESTABLISH AN OCCUPATIONAL EDUCATION TASK FORCE IN EACH REGIONAL EDUCATION CENTER. THE TASK FORCE IN EACH REGION SHOULD BE CHARGED WITH REPORTING ON THE AVAILABILITY OF OCCUPATIONAL SERVICE ACROSS THE REGION AND, WHERE APPROPRIATE, WITH DEFINING RECOMMENDATIONS FOR INCREASING THE LEVEL AND/OR EFFICIENCY OF THAT SERVICE.

RECOMMENDATION #13: THE STATE BOARD OF EDUCATION AND THE COMMISSIONER SHOULD HAVE THE DIVISION OF OCCUPATIONAL EDUCATION CONTINUE ENCOURAGING MIDDLE SCHOOLS AND SECONDARY SCHOOLS THROUGH THE 10TH LEVEL TO INITIATE OR EXPAND MORE EFFECTIVE CAREER EXPLORATION AND PRE-VOCATIONAL PROGRAMS. IN ADDITION, THE DIVISION SHOULD BE DIRECTED TO GIVE EQUAL PRIORITY TO WORKING WITH VOCATIONAL SCHOOLS TO DEVELOP A STATEWIDE PLAN FOR

(1) EXPANDING THEIR CAPACITY TO SERVE STUDENTS ON LEVELS 11 and 12 and
(2) ESTABLISHING THEIR ROLE AS REGIONAL RESOURCE CENTERS FOR OCCUPATIONAL OR CAREER-ORIENTED PROGRAMS.

Considering the federal funds that are made available to support development in this area, the major need for added strategic planning (enabling legislation, new guidelines for awarding grants, etc.) rather than added funding.

RECOMMENDATION #14: THE STATE BOARD OF EDUCATION SHOULD ENSURE THAT THE BOSTON, WORCESTER, AND SPRINGFIELD REGIONAL EDUCATION CENTERS AND/OR ASSOCIATED CITIZENS RESOURCE CENTERS ARE READILY ACCESSIBLE TO URBAN RESIDENTS. THE BOARD SHOULD ALSO PROPOSE LEGISLATION THAT WOULD CREATE A STUDY COMMISSION TO DETERMINE THE VALUE AND FEASIBILITY OF RELOCATING CENTRAL OFFICES OF THE DEPARTMENT AND OTHER STATE EDUCATIONAL AGENCIES.
Relocation of the regional centers might involve some added rental costs. However we believe that such costs need not be significantly greater than present rental costs. We cannot offer estimates on any costs that would be associated with relocation of central offices of state educational agencies; defining such estimates should be one of the tasks of the study commission proposed in this recommendation.

RECOMMENDATION #15: THE SECRETARY OF EDUCATIONAL AFFAIRS SHOULD REQUEST STATE BOARDS AND OFFICES OF EDUCATION ON ALL LEVELS TO JOIN HIM NOW IN ESTABLISHING A PLANNING PROCESS AND SCHEDULE FOR DEVELOPMENT OF A STATEWIDE INFORMATION MANAGEMENT SYSTEM FOR EDUCATION. THE PLANNING SHOULD EMPHASIZE COORDINATED COLLECTION OF USEFUL INFORMATION AND MAKING THE INFORMATION AVAILABLE TO LEGISLATORS, MINORITY GROUPS, OTHER CITIZENS, AND LOCAL SCHOOLS AND COLLEGES RATHER THAN SIMPLY SERVING PLANNING NEEDS OF THE STATE BOARDS AND OFFICES.
Assuming the inevitability of improvement in the statewide management of information gathering and dissemination, coordination of this sort will reduce rather than increase long-term costs.

RECOMMENDATION #16: THE STATE BOARD OF EDUCATION SHOULD PROPOSE AND THE GENERAL COURT AND THE GOVERNOR SHOULD APPROVE THE APPOINTMENT OF A DEPUTY LEVEL ADMINISTRATOR FOR MINORITY CONCERNS AND EQUAL EDUCATIONAL OPPORTUNITY.
Such an appointment would add at least $30,000 to the annual budget of the Department of Education. However this would be a very worthwhile investment in focusing more comprehensive attention on serious issues in our Commonwealth.

RECOMMENDATION #17: THE STATE BOARD OF EDUCATION AND ITS COMMISSIONER SHOULD ACT IMMEDIATELY TO SUPPORT THE EFFORTS OF THE MASSACHUSETTS ASSOCIATION OF SCHOOL COMMITTEES IN DESIGNING AND IMPLEMENTING A GREATLY EXPANDED ASSISTANCE PROGRAM FOR SCHOOL COMMITTEE MEMBERS.
Increasing the level of assistance to school committees could add some relatively minor expenses to the annual budget of the Department of Education (for publications, travel, and consultant fees). However we believe that the increased assistance could be provided without any significant rise in personnel costs by seeking the help of existing agencies and volunteers from the business community.

RECOMMENDATION #18: THE BOARD OF EDUCATION SHOULD SUPPORT THE ESTABLISHMENT OF A CITIZEN RESOURCE CENTER IN ASSOCIATION WITH EACH REGIONAL EDUCATION CENTER.
Implementation of this recommendation would add approximately $10,000 per center to the annual budget of the Department of Education.

RECOMMENDATION #19: THE STATE BOARD OF EDUCATION SHOULD PROVIDE THE PUBLIC WITH A DETAILED ANALYSIS OF DECENTRALIZATION PLANS FOR THE BOSTON PUBLIC SCHOOLS BY OCTOBER OF 1974. THIS ANALYSIS SHOULD BE BASED ON A COMPARISON WITH THE 1970 REPORT ENTITLED ORGANIZING AN URBAN SCHOOL SYSTEM FOR DIVERSITY -- A STUDY OF THE BOSTON SCHOOL DEPARTMENT.
Providing the public with an analysis on this issue can be done without the expenditure of additional money. We state this with full recognition that getting involved with this controversial issue would require expenditures of time and emotion. The potential effects of these expenditures can best be judged by those to whom the recommendation has been made.

RECOMMENDATION #20: THE STATE BOARD OF EDUCATION SHOULD PROVIDE A STAFF UNIT IN THE BOSTON REGIONAL EDUCATION CENTER TO PLAN, ENCOURAGE, AND ADMINISTRATE IMPLEMENTATION OF AT LEAST TWO MODEL RECOMMENDATIONS FROM THE METROPOLITAN PLANNING PROJECT -- A PATHWAYS MODEL FOR SECONDARY SCHOOL STUDENTS AND A PAIRWAYS MODEL FOR ELEMENTARY STUDENTS. THE GENERAL COURT AND THE GOVERNORS SHOULD ACT TO PROVIDE FUNDS FOR IMPLEMENTATION OF BOTH THE STAFF UNIT AND THE SUBSEQUENT IMPLEMENTATION OF MODELS.
The Commission defers to the staff of the Metrpolitan Planning Project in preparing cost estimates for implementation of the models defined by that staff. We hope that creation of an appropriate staff unit in the Boston regional education center can be managed within the context of recent decentralization activities in the Department of Education.

RECOMMENDATION #21: ALL FUTURE ATTEMPTS AT SCHOOL AID REFORM SHOULD BE PURSUED WITHIN THE FRAMEWORK OF ORGANIZATIONAL REFORM FOR EQUALIZATION OF EDUCATIONAL OPPORTUNITY.

and

RECOMMENDATION #22: ALL FUTURE ATTEMPTS AT SCHOOL AID REFORM SHOULD BE PURSUED IN RELATION TO THE TOTAL MUNICIPAL-STATE FINANCING PICTURE, NOT AS AN ACTION FOCUSED SOLELY ON EDUCATIONAL SERVICE INTERESTS.
These recommendations are made for strategic planning purposes and do not have immediate cost implications.